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Commission de la fonction publique du Canada

PUBLIC SERVICE COMMISSION

2012-2013

ANNUAL REPORT

Canada

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ANNUAL REPORT
2012-2013

Minister of Canadian Heritage and Official Languages
House of Commons
Ottawa, Ontario K1A 0A6

Dear Minister:

We have the honour of asking you to transmit for tabling in Parliament the Report of the Public Service Commission of Canada for the 2012-2013 fiscal year.

It is submitted in accordance with section 23 of the *Public Service Employment Act*, (S.C. 2003, c. 22, ss.12 and 13).

Yours sincerely,

A. Robinson
Anne-Marie Robinson,
President

Susan M. W. Cartwright,
Commissioner

D. G. J. Tucker,
Commissioner

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MESSAGE FROM THE COMMISSION

The mandate of the Public Service Commission (PSC) is to promote and safeguard merit-based appointments and, in collaboration with other stakeholders, to protect the non-partisan nature of the public service. The PSC reports on its mandate to Parliament.

Under the delegated staffing system set out in the *Public Service Employment Act* (PSEA), the PSC fulfills its mandate by providing policy guidance and expertise, as well as by conducting effective oversight. In addition, the PSC delivers innovative staffing and assessment services.

In January 2013, PSC President Anne-Marie Robinson and Commissioner Susan M. W. Cartwright welcomed Daniel G. J. Tucker as the third Commissioner.

On behalf of the Commission, the President has had the opportunity to meet with Parliamentary committees to discuss the PSC's work in areas such as the following: overall trends in staffing, workforce adjustment, employment equity, official languages and priority placement of medically released Canadian Forces members. The Commission looks forward to continuing to engage Parliamentarians in a productive dialogue.

Health of the staffing system

The PSC is accountable to Parliament for the overall integrity of the staffing system in the federal public service, for organizations under the PSEA, and holds deputy heads accountable for how delegated authorities are exercised in their own organizations. The PSC assures itself of the integrity of the staffing system through its oversight framework, which is comprised of monitoring, audits and investigations, as well as its regulatory authority and policy-setting function. The PSC also validates these findings and trends through ongoing dialogue with departments and agencies, as well as the studies and research it undertakes on key issues related to staffing and non-partisanship.

From this suite of oversight and feedback mechanisms, the PSC concluded that management of staffing in departments and agencies continued to improve in 2012-2013. Most key elements of their staffing frameworks were in place, and deputy heads and delegated managers respected their delegated authority and met their responsibilities. In addition, although PSC investigations continued to uncover problematic transactions that require corrective action, these problems are a very small proportion of the over 60 000 staffing actions undertaken within the public service in 2012-2013.

Although departments and agencies are making progress in managing staffing, some areas require further attention. Strengthening is required in the monitoring of appointment processes to determine areas for improvement and to detect and correct errors in a timely way; issues of how merit is documented need to be addressed; and consistent consideration of priority persons for vacant positions needs to be ensured. When weaknesses are observed in the management of staffing within departments and agencies, the PSC may intervene. PSC interventions range from working collaboratively with the organization to address issues, to imposing additional terms and conditions on organizations' delegated staffing authority. In addition, the PSC is assessing key lessons that can be learned from its oversight activities and will continue to communicate those trends to stakeholders in order to enhance its guidance and clarify expectations.

Ensuring a non-partisan public service and safeguarding political impartiality

Non-partisanship is an essential element of both a professional public service and the Westminster model of government, as well as a key pillar of the PSEA. Within the public service, the responsibility for safeguarding non-partisanship rests with all public servants, including deputy heads and senior managers. Under the PSEA, the PSC has several specific responsibilities in this respect.

First and foremost, the PSC is responsible for ensuring that staffing decisions under the PSEA are free from political influence.[1] The PSC has the exclusive authority to investigate allegations of political influence in staffing. If the investigation establishes that an allegation is founded, corrective action can be taken.

[1] This excludes Governor in Council appointments, which are made by the Governor General on the advice of the Queen's Privy Council for Canada (i.e. the Cabinet), as well as appointments in the six organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees.

The PSC also administers the provisions of the PSEA related to political activities of public service employees. While they have the right to engage in political activities, public servants must also maintain the principle of political impartiality. In particular, the PSC plays three roles. First, the PSC provides guidance to federal public servants regarding their legal rights and responsibilities related to political activities. Second, it renders decisions regarding permission and leave of absence without pay, if applicable, for candidacy in federal, provincial, territorial and municipal elections. Third, the PSC may investigate any allegations of improper political activity by a public servant. If the investigation establishes that there was improper political activity, the Commission may take any corrective action that it considers appropriate.[2]

In 2012-2013, the PSC found that employees' awareness of their legal rights and responsibilities with respect to political activities continued to increase: 73% of Survey of Staffing respondents were aware of their legal rights and responsibilities to a moderate or great extent, up from 57% in 2009, 63% in 2010 and 69% in 2011. The PSC will continue to collaborate with departments, agencies and other stakeholders to find ways of sustaining this momentum.

Although merit and non-partisanship constitute the foundation of a professional and non-partisan public service, they do not and cannot exist in a vacuum. As the PSC noted in previous Annual Reports, the clarity of the relationship between the public service and the political sphere is central to a non-partisan public service. The PSC has taken careful note of recent instances where questions were raised in the public domain regarding interactions between the public service and the political sphere. If roles and responsibilities are clearly delineated and understood, this relationship can contribute to sustaining and reinforcing the non-partisan character of the public service.

In 2011, the Privy Council Office updated its document *Accountable Government – A Guide for Ministers and Ministers of State*, which provided clarity about roles and responsibilities. It is vital that this guidance be accessible and understood at all levels. Further dissemination and discussion related to the principles in this guide can contribute to increasing understanding at all levels, as well as the appropriate execution of roles and responsibilities by public servants, elected officials and their staff.

In June 2013, the Clerk of the Privy Council launched Blueprint 2020. Blueprint 2020 sets out a vision for a high-performing public service that embraces innovation, transformation and continuous renewal, as well as an engagement process for determining how to realize this vision. Blueprint 2020 recognizes that there are certain fundamental aspects of the public service that must remain unchanged, one being its "professional and non-partisan" character. The PSC urges all public servants to use the opportunity offered by the Blueprint 2020 process to engage in a dialogue on how to best maintain the non-partisan nature of the public service.

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2 If an allegation of improper political activity against a deputy head is substantiated, the Commission shall report its conclusion to the Governor in Council, who may dismiss the deputy head.

Hiring and staffing in the public service

In 2012-2013, hiring and staffing in the public service was set against a backdrop of resource reductions stemming from Spending Review 2012. Departments and agencies implemented vacancy management strategies and focused on redeploying displaced employees and placing persons registered in the priority system, thereby altering normal staffing patterns.

In 2012-2013, as a result of a decline in hiring and an increase in departures, the PSEA population declined by 5.4%, from 211 610 employees in March 2012 to 200 250 employees in March 2013.

Overall hiring to the public service declined by 28.3%. Hiring to the public service declined across all tenures: indeterminate hiring decreased by 63.0%; specified term hiring decreased by 40.8%; student hiring was down by 27.0%; and casual hiring was down by 11.8%. Casual hiring accounted for approximately half of all hiring to the public service, compared to less than 40% in previous years.

Hiring declined throughout the country in 2012-2013, but more particularly in the National Capital Region, where there was a 38.0% decrease compared to an average 20.3% decrease in other regions. Through the ongoing use of the National Area of Selection, access in the regions to employment in the public service increased again this year, both for officer level and non-officer level positions. Access also increased for employees with no previous public service work experience, who became the largest component of new indeterminate hires for the first time in over a decade. The proportion of indeterminate hires with no previous public service work experience increased to 41.7%, while the share of employees with specified term experience dropped to 36.9%. The proportion of those with previous casual employment experience continued its two-year drop, to 10.2%.

In the context of the overall decline in hiring activities, the proportion of student hiring remained stable at 31.1% of all hiring to the public service in 2012-2013, compared to 30.6% last year. Despite a 27.0% decline compared to 2011-2012, a total of 9 561 student hires took place in 2012-2013.

However, the PSC has noticed that 18.4% of the public service was aged 35 or younger in March 2013, down from 21.4% in March 2010. This trend may have an impact on the composition of the public service in the future, given that hiring to the public service is down and the PSEA population is ageing. In this context, a focus on renewal and the recruitment of new employees will gain new importance as the public service moves forward.

The Public Service Commission and workforce adjustment

In 2012-2013, the PSC continued to support departments and agencies in their workforce management efforts. In collaboration with the Treasury Board of Canada Secretariat, which has overall responsibility for managing workforce adjustments (WFA), the PSC responded to the shift from preparing for Spending Review 2012 to implementing it. The PSC has two specific roles with respect to WFA. First, it provides policy guidance and services to departments and agencies in the Selection of Employees for Retention or Lay-off (SERLO). Second, it manages the Priority Administration Program. Priority persons, including persons declared surplus, are eligible to be appointed ahead of all others to vacant positions in the public service, provided they meet the essential qualifications of those positions.

With respect to its first role, in 2012-2013, the PSC continued to make policy and program improvements to support departments and agencies in implementing WFA decisions. In addition, when a selection for retention or lay-off among employees in similar positions becomes necessary, the PSC requires that this decision be based on merit and that the process be fair and transparent. The PSC provided proactive strategic advice and guidance on the SERLO design to departments and agencies.

In its second role, the PSC enhanced the Priority Administration Program to better support the needs of employees, departments and agencies and to help manage the increase in the number of priority persons. In particular, the PSC disseminated tools and information to ensure that persons with a priority for appointment are considered before others in appointment processes.

In 2012-2013, the PSC made significant enhancements to the Priority Information Management System (PIMS) to accommodate the greater number of priority persons and to facilitate their placement in departments and agencies. PIMS was updated so that priority persons receive immediate notification of their referral to vacant positions, along with the qualifications required for those positions. Once the priority person has been assessed by the hiring department or agency, the results are sent simultaneously to the priority person, the home organization and the PSC. This increases access, fairness and transparency, as all parties receive the information at the same time.

Another notable enhancement was the creation of the Priority Portal, which provides priority persons with "self-serve" access to PIMS. The Portal, which was initiated in November 2012, enables priority persons to play a central role in managing their own search for employment opportunities by providing them with the ability to enter, review and update their personal profile.

As of March 31, 2013, there were over 2 900 priority persons, about 1 100 more than the previous year. New registrations increased by 76.7% when compared with the previous year (1 822 to 3 219). Of these new registrations, almost two thirds were persons with a surplus priority entitlement. In 2012-2013, some 956 priority persons were redeployed in new positions, a 17.4% increase in redeployments from the previous year. In this way, the priority system served the important objective of helping the public service retain skilled and competent people who have been trained and developed by the Government of Canada.

Most of these redeployments were of employees affected by WFA. At the same time, the PSC has seen a drop in the placement of persons in other priority categories, including a significant decline in the placement of Canadian veterans who have been medically released.

We have been monitoring the situation closely, along with Veterans Affairs Canada, which has the overall responsibility for policy and programs for Canada's veterans. At their request, the PSC has provided options to address this issue for their consideration.

Innovation

The PSC has a strong track record of providing innovative staffing and assessment services to departments and agencies. In 2012-2013, the PSC continued to leverage its use of technology to offer departments and agencies efficient and cost-effective methods of assessing candidates. Organizations were able to use the PSC's Unsupervised Internet Tests, its e-testing capacity and other testing methods such as Computer-generated Testing (CGT).

E-testing refers to on-line assessments, administered under supervised conditions at select computer facilities at the PSC or in other departments and agencies. The PSC continued to expand its e-testing capacity, with over 400 facilities now available and 1 500 certified public service employees qualified to administer e-tests (a 50% increase from 2010-2011). There has been a steady increase in on-line testing due in large part to the mandatory transition of Second Language Evaluation tests from paper and pencil to the on-line testing system by April 1, 2013.

The expansion of e-testing capacity also enabled the development of innovative testing methods such as CGT, which uses a large bank of established questions to automatically create unique tests based on pre-established criteria. In 2012-2013, the PSC implemented CGT for its Second Language Test of Written Expression, thereby enhancing test security and reducing the risk of unauthorized access to test content.

Conclusion

The PSC has used the experience of implementing the revised PSEA over the past seven years to improve its processes and develop a more efficient and integrated approach. For instance, in response to the growing maturity of staffing capacity within departments and agencies and the overall reduction in staffing volumes in the public service, the PSC recently restructured and streamlined its staffing services while renewing its emphasis and expertise on assessment services. The PSC also continues to adapt its oversight activities and policies to a maturing staffing system and to meet the evolving needs of departments and agencies.

The PSC will continue to work closely and collaboratively with departments and agencies to help build a stronger culture of compliance and to reduce errors and incidents of improper conduct, while providing the same level of independent oversight and assurance to Parliament.

CHAPTER 1

Staffing activity under the *Public Service Employment Act*

Highlights

- In 2012-2013, hiring to the public service, as well as staffing activities within the public service, dropped by 30.1%. Decreased hiring and increased departures contributed to reducing the population under the *Public Service Employment Act* by 5.4%.
- The indeterminate Executive population decreased by 6.1%, compared to 5.2% for the rest of the public service indeterminate population.
- The number of hires to the public service decreased across all tenures:
  - Indeterminate hiring, by 63.0%;
  - Specified term hiring, by 40.8%;
  - Student hiring, by 27.0%; and
  - Casual hiring, by 11.8%.
- Student hiring accounted for a stable share of overall hiring and resulted in 9 561 student hires in 2012-2013.
- For the first time in over a decade, employees who have no previous public service work experience outnumbered those with specified term experience among new indeterminate hires.
- Appointments of new indeterminate employees declined for a fourth consecutive year, down 66.3% compared to last year. Additionally, fewer employees under the age of 35 joined the public service than in the year before, contributing to a reduction of 13.6% in the number of public service employees under 35.
- All types of indeterminate staffing activities decreased this year; in particular, promotions dropped by 54.3%, compared to 2011-2012. Departments and agencies implemented vacancy management strategies and focused on redeploying displaced employees and placing persons registered in the priority system. While these activities altered normal staffing patterns, the priority system also served the important objective of helping the public service retain skilled and competent people whom the Government of Canada has trained and developed.
- Indeterminate staffing activities declined more in the National Capital Region than in other regions, for all types of internal movements.
- In a recent study examining chances of promotion for members of designated employment equity groups, the Public Service Commission found that persons with disabilities — both men and women — had significantly lower chances of promotion than their comparison groups.

1.1 This chapter provides an overview of hiring and staffing activities in departments and agencies under the *Public Service Employment Act* (PSEA) during fiscal year 2012-2013.[3] The review of general hiring to the public service[4] is followed by a more focused review of the staffing of indeterminate positions, length of time positions are advertised, data related to National Area of Selection (NAOS), previous public service work experience, use of non-advertised appointments, official languages and employment equity (EE). Completed and ongoing studies are also discussed.

Overall public service hiring and staffing activities

1.2 In 2012-2013, hiring and staffing in the public service was set against a backdrop of resource reductions stemming from Spending Review 2012. Departments and agencies implemented vacancy management strategies and focused on redeploying displaced employees and placing persons registered in the priority system, thereby altering normal staffing patterns. The priority system served the important objective of helping the public service retain skilled and competent people whom the Government of Canada has trained and developed.

1.3 Total hiring to, and staffing activities within, the public service declined for a fourth consecutive year. Hiring and staffing activities decreased by 30.1%, from 92 852 in 2011-2012 to 64 925 in 2012-2013. The rate of mobility to and within the public service reached its lowest level since the late 1990s.

1.4 There were fewer external advertisements for public service jobs and fewer hires to the public service again this year. In 2012-2013, the Public Service Commission (PSC) handled 311 693 employment applications, 34.1% fewer than in 2011-2012, in response to 1 175 external advertisements, down 39.3%. The number of applicants also decreased by 20.7%, from 225 858 in 2011-2012 to 179 118 in 2012-2013. This reflects the impact of workforce reduction and the effort to redeploy displaced employees to vacancies for which they have the required skills.

1.5 The latest data from the Survey of Staffing show that 15% of public service employees were involved in both advertised and non-advertised staffing processes for term or indeterminate appointments in 2012. This proportion showed a decline from 25% in 2011.

1.6 Figure 1 shows that there were 30 703 hires into the public service in 2012-2013, some 28.3% less than in 2011-2012 (42 828). Indeterminate hiring decreased proportionally more than hiring of specified terms, casuals or students. There were 1 979 indeterminate hires in 2012-2013, some 63.0% fewer than last year (5 343). Accordingly, indeterminate hiring accounted for only 6.4% of all hires in 2012-2013, compared to 12.5% in 2011-2012 and 22.4% in 2008-2009.

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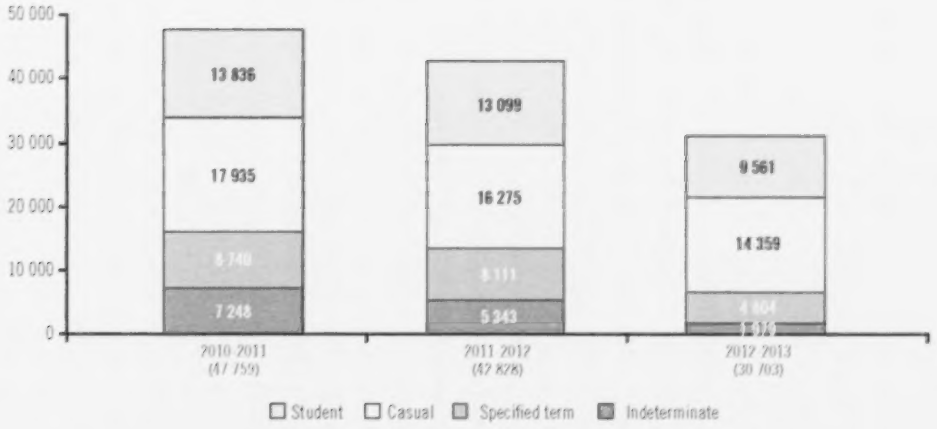
[3] In order to foster greater consistency in the interpretation of terms used by human resources advisors and managers, the PSC created an on-line glossary in 2010-2011, which can be found on the PSC Web site at www.psc-cfp.gc.ca/abt-aps/gls/index-eng.htm.

[4] This includes indeterminate, specified term, casual and student hiring.

Figure 1: Hiring activities under the *Public Service Employment Act*, by tenure and fiscal year



Source: Public Service Commission hiring and staffing activities files

1.7 Specified term hiring decreased by 40.8% in 2012-2013 (from 8 111 to 4 804) and reached its lowest level in 20 years. This year's drop in term hiring was accentuated by the fact that last year's figure included the hiring of a large number of specified term employees by Statistics Canada to work on the 2011 Census and National Household Survey operations. Specified term hiring declined by 26.4% in other departments and agencies.

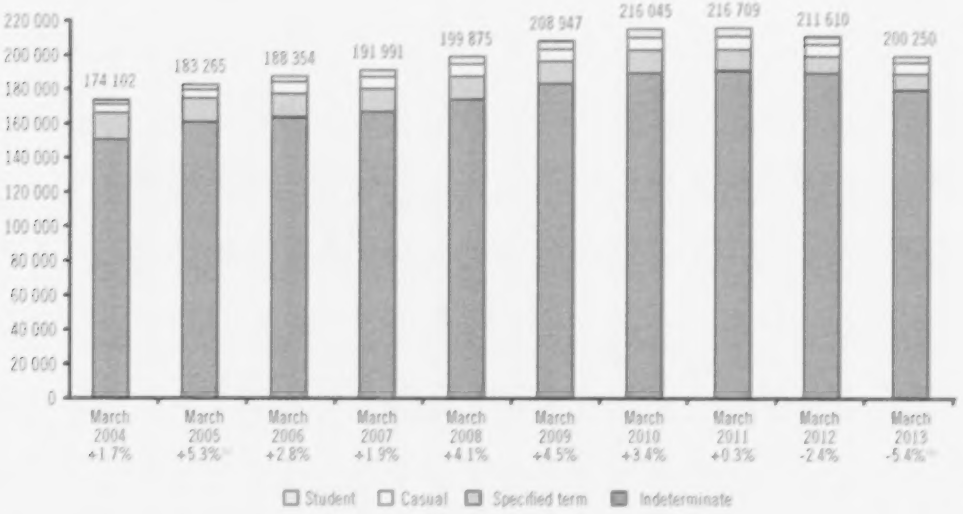
1.8 In the context of the overall decline in volume of hiring, the proportion of student hiring remained stable, at 31.1% of all hiring to the public service in 2012-2013, compared to 30.6% last year. Despite a 27.0% decline compared to 2011-2012, a total of 9 561 student hires took place this year.

1.9 Casual hiring declined by 11.8%, from 16 275 in 2011-2012 to 14 359 in 2012-2013. Casual hiring represented almost half (46.8%) of all hiring in 2012-2013, compared to less than 40% in previous years.

1.10 As more employees left the public service in 2012-2013 than joined it, the PSEA population[5] decreased by 5.4%, from 211 610 in March 2012 to 200 250 in March 2013. As illustrated in Figure 2, this is the second consecutive year of decline. From March 2011 to March 2012, the population decreased by 2.4%.

[5] The PSEA population includes active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in Schedule I, most of Schedule IV and some agencies in Schedule V to the *Financial Administration Act*). This does not include separate agencies such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

Figure 2: *Public Service Employment Act* population, by year, tenure and year over year change (%)



Source: Public Service Commission population files

[a] The growth in March 2005 includes the transfer of 9 507 employees from the Canada Revenue Agency to the Canada Border Services Agency. The number of employees in other organizations under the *Public Service Employment Act* (PSEA) decreased by 0.2% from March 2004 to March 2005.

[b] The decrease in 2013 was partly offset by the transfer to Shared Services Canada of approximately 850 employees previously employed in non-PSEA organizations, chiefly from the Canada Revenue Agency. Had it not been for this transfer, the PSEA population would have declined by 5.8% this year.

1.11 Hiring declined throughout the country in 2012-2013, but more particularly in the National Capital Region (NCR), where there was a 38.0% decrease compared to an average 20.3% decrease in other regions. Figure 3 presents hiring figures at provincial and territorial levels in 2012-2013.

1.12 Five occupational groups accounted for 42.3% of all hiring in 2012-2013: Clerical and Regulatory (CR), Administrative Services (AS), General Labour and Trades (GL), Program Administration (PM) and Engineering and Scientific Support (EG). The proportion represented by these groups was stable over the last three years, after declining from 47.8% in 2007-2008.

Figure 3: Hiring activities and population under the *Public Service Employment Act*, by geographic area

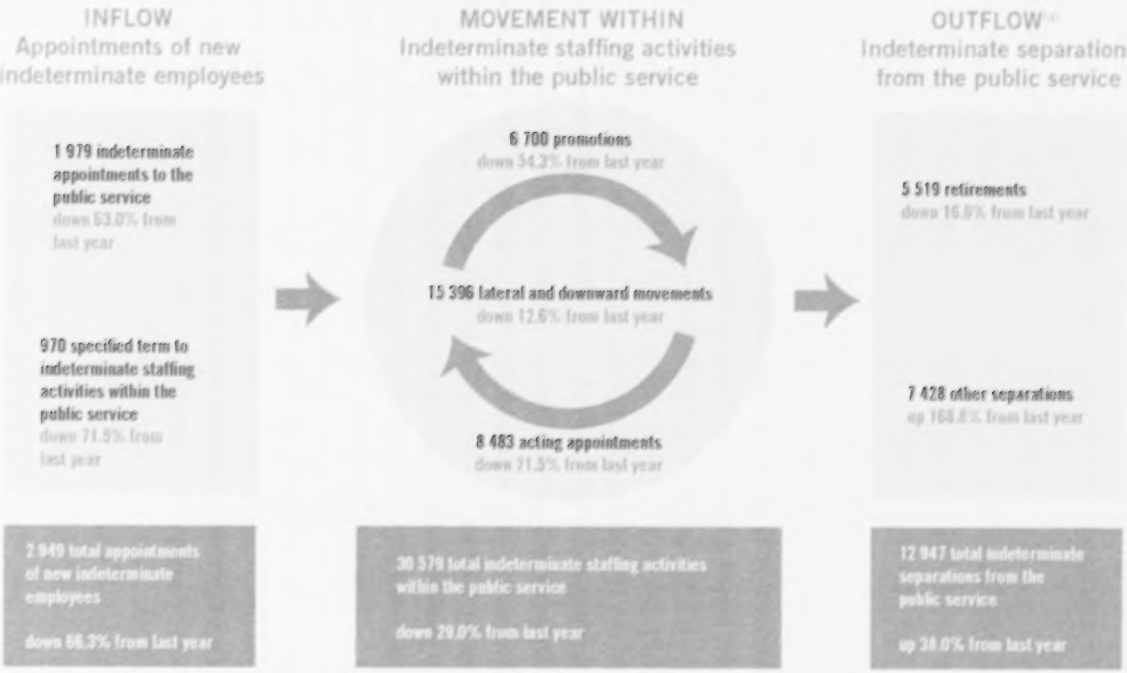
Source: Public Service Commission hiring and staffing activities files and population files

Note: Totals for hiring activities to the public service and population include indeterminate and specified term employees, as well as casual workers and students.

Movement of indeterminate employees

1.13 Figure 4 shows how movement of indeterminate employees to and within the public service decreased in 2012-2013, while the number of separations of indeterminate employees from the public service increased. The combination of fewer hires and more departures resulted in a decrease of 9 924 (5.2%) of the indeterminate population, from 190 302 in March 2012 to 180 378 in March 2013.

Figure 4: Indeterminate staffing activities to and within the public service and indeterminate separations under the *Public Service Employment Act*, contributing to movement of indeterminate employees for fiscal year 2012-2013


INFLOW
Appointments of new indeterminate employees
MOVEMENT WITHIN
Indeterminate staffing activities within the public service
OUTFLOW[a]
Indeterminate separations from the public service
1 979 indeterminate appointments to the public service
down 53.0% from last year
970 specified term to indeterminate staffing activities within the public service
down 71.5% from last year
6 700 promotions
down 54.3% from last year
15 396 lateral and downward movements
down 12.6% from last year
8 483 acting appointments
down 21.5% from last year
5 519 retirements
down 16.6% from last year
7 428 other separations
up 168.8% from last year
2 949 total appointments of new indeterminate employees
down 66.3% from last year
30 579 total indeterminate staffing activities within the public service
down 29.0% from last year
12 947 total indeterminate separations from the public service
up 38.0% from last year

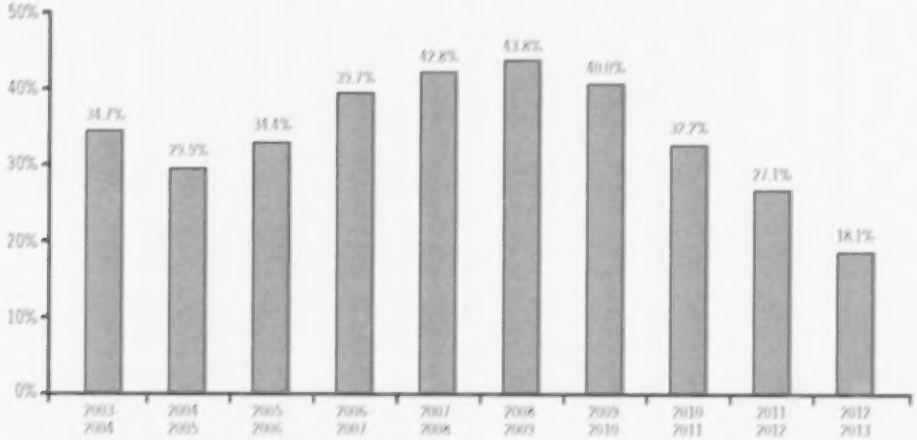
Source: Public Service Commission hiring and staffing activities, and separations files

[a] Individuals who left the public service as part of Spending Review 2012 are reported as other separations and not retirements.

Note: Lateral and downward movements include deployments. Acting appointments of less than four months are excluded. Inflow includes movements from non-*Public Service Employment Act* (PSEA) organizations such as the Canada Revenue Agency. Outflow does not include interorganizational movements within the PSEA, but does include movements to organizations outside the PSEA universe.

1.14 Mobility rates are measured by relating the volume of indeterminate staffing activities to the size of the indeterminate public sector population. Figure 5 shows that the indeterminate mobility rate fell from 27.1% in 2011-2012 to 18.1% in 2012-2013. The rate peaked at 43.8% in 2008-2009. Most of the decline in 2012-2013 was driven by a drop in promotions and external recruitment; see Appendix 3, Figure 10 for more information.

Figure 5: Rate of movement for indeterminate appointments to, and staffing activities within, the public service, by fiscal year[a]



Source: Public Service Commission hiring and staffing activities files

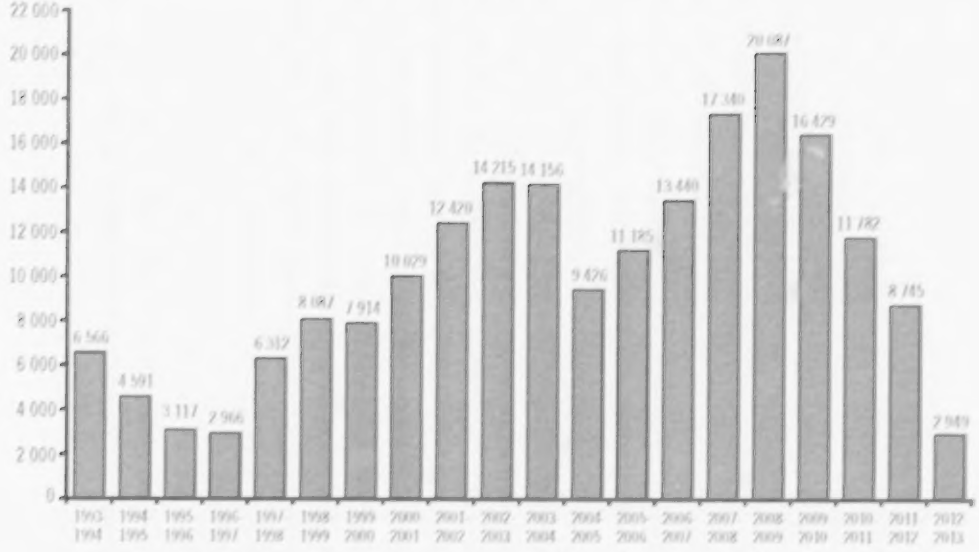
[a] The mobility rate is the ratio of the total number of appointments to the public service, promotions, acting appointments and lateral and downward appointments of indeterminate employees during the fiscal year to the average of the active population at the start and at the end of the same fiscal year.

Note: Figures were revised to include Canada Border Services Agency (CBSA) and a number of small departments and agencies that were excluded from the original study and from numbers reported in previous Annual Reports. Entry of CBSA under the *Public Service Employment Act* in 2005 contributed to increase the mobility rate from 2004-2005 to 2005-2006.

Appointments of new indeterminate employees

1.15 Appointments of new indeterminate employees declined for a fourth consecutive year. A total of 2 949 new indeterminate employees were appointed in 2012-2013, via external hiring (1 979) as well as the appointment of former specified term employees (970). This was 66.3% less than in 2011-2012 (8 745) and approximately one seventh of the figure from 2008-2009 (20 087), when the public service was experiencing a higher rate of staffing. Figure 6 shows that inflow of new indeterminate employees in 2012-2013 was the lowest in the past 20 years, just below levels observed during the Program Review of the 1990s.

Figure 6: Appointments under the *Public Service Employment Act* of new indeterminate employees, by fiscal year



Source: Public Service Commission hiring and staffing activities files

1.16 This year's decline reflected reductions in external hiring (63.0% decrease), as well as in specified term to indeterminate appointments (71.5% decrease). External hiring accounted for 67.1% of appointments of new indeterminate employees in 2012-2013, compared to 61.1% in 2011-2012.

1.17 For the fourth consecutive year, a reduction in appointments of new indeterminate employees meant that fewer employees under the age of 35 joined the public service than in the year before. Numbers dropped by 67.7%, from 4 824 in 2011-2012 to 1 558 in 2012-2013. This contributed to a reduction of 13.6% in the number of public service employees under 35, from 38 439 in March 2012 to 33 221 in March 2013. Employees of this age group accounted for 18.4% of all indeterminate employees in March 2013, compared to 21.4% in March 2010.

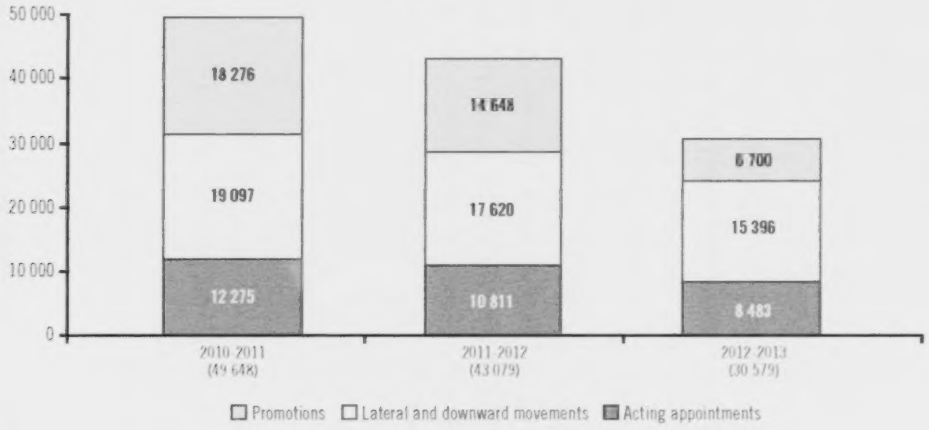
1.18 Appointments of new indeterminate employees declined more in the NCR (76.5%) than in other regions (57.7%), due chiefly to a much larger decline of indeterminate external hiring in the NCR (78.3%) relative to other regions (46.6%). The number of new indeterminate employees aged less than 35 years also declined more in the NCR than in other regions.

1.19 The reduction of the number of new indeterminate appointments was accompanied by changes in occupational composition. Although occupational distribution varies from year to year, this year's changes exceeded the variations observed in recent years. In particular, the Correctional Officer (CX) and Border Services (FB) groups saw their share of indeterminate inflow increase from 10.1% in 2011-2012 to 18.2% in 2012-2013. On the other hand, the Clerical and Regulatory (CR) group's share fell from 22.1% to 15.5% and the Computer Systems Administration (CS) group's share fell from 5.2% to 2.6%.

Indeterminate staffing activities within the public service

1.20 A total of 30 579 indeterminate staffing activities, including appointments and deployments of indeterminate employees to indeterminate positions, occurred within and across PSEA departments and agencies in 2012-2013, 29.0% less than in 2011-2012 (43 079). As indicated in Figure 7, all types of staffing activities of indeterminate employees within the public service decreased in 2012-2013, but promotions declined more than others. There were 6 700 promotions, a decrease of 54.3% compared to 2011-2012 (14 648).

Figure 7: Internal staffing activities of indeterminate employees under the *Public Service Employment Act*, by type and fiscal year



Source: Public Service Commission hiring and staffing activities files

Note: Includes staffing activities to indeterminate positions of employees who were already indeterminate. Lateral and downward movements include deployments. Acting appointments of less than four months are excluded. Figures also include appointments of priority persons.

1.21 The decline in indeterminate staffing activities was most prominent in the NCR, where all types of internal movements decreased more than in the regions. Staffing activities within the public service declined by 36.1% in the NCR, and by 19.5% in other regions.

1.22 Similar to last year, movements between PSEA departments and agencies accounted for 11.0% of indeterminate staffing activities in 2012-2013. The proportion peaked at 14.4% in 2009-2010.

Acting appointments

1.23 In 2012-2013, acting appointments decreased by 21.5%, from 10 811 to 8 483. Additionally, the PSC found that the rate of promotion following an acting appointment continued to drop, to 22.6% in 2011-2012 from 28.3% in 2010-2011. The duration of acting appointments ending with a promotion increased to 15.0 months in 2011-2012, from 14.4 months in 2010-2011. (See Appendix 3 for more information.)

Executive staffing activities

1.24 Overall, appointments of new indeterminate Executives decreased for a fourth consecutive year (see Table 1). There were 222 such appointments, 47.4% (200) fewer than in 2011-2012. The number of new indeterminate Executives decreased by a comparable proportion in the NCR (47.2%) and in other regions (48.0%).

Table 1: Staffing activities of new indeterminate Executive employees under the *Public Service Employment Act*, by source and fiscal year

Source of new Executive employees	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	No.	%	No.	%	No.	%	No.	%	No.	%
From other occupational groups within the public service	698	88.0	596	88.0	519	87.7	365	86.5	198	89.2
Appointments to the public service	91	11.5	78	11.5	69	11.7	51	12.1	24	10.8
Appointment of term Executives to indeterminate positions	4	0.5	3	0.4	4	0.7	6	1.4	0	0.0
Total	**793**	**100.0**	**677**	**100.0**	**592**	**100.0**	**422**	**100.0**	**222**	**100.0**

Source: Public Service Commission hiring and staffing activities files

1.25 The number of separations of indeterminate Executives exceeded their inflow, and the indeterminate Executive population decreased by 6.1%, from 5 069 in March 2012 to 4 760 in March 2013. Comparatively, the rest of the public service indeterminate population decreased by 5.2%. The Executive population decrease was 5.9% in the NCR, compared to 6.7% in other regions.

1.26 Consistent with previous years, a small proportion (10.8%) of new indeterminate Executives were hired externally in 2012-2013.[6] The majority (89.2%) were appointed from other occupational groups within the public service.[7]

1.27 Casual hiring of Executives decreased for a third year, from 124 in 2011-2012 to 99 in 2012-2013, for a drop of 20.2%. Casual hiring peaked at 186 in 2009-2010.

1.28 Indeterminate staffing activities within the Executive Group (EX Group) decreased by 3.4% in 2012-2013, from 1 095 in 2011-2012 to 1 058 in 2012-2013. Promotions within the EX Group decreased by 40.0%, from 320 to 192, and are below the annual average of 390 promotions observed in the previous five years. Acting appointments increased by 16.9%, from 178 to 208, which is consistent with the average for the previous five years. The number of lateral and downward movements increased by 10.2%, from 597 to 658, which is above the average for the previous five years (593).

[6] Almost half of these were hired from non-PSEA public service departments and agencies, such as the Canada Revenue Agency, the Canadian Food Inspection Agency and Parks Canada.

[7] New indeterminate Executives came predominantly from the Economics and Social Science Services (EC) (24.8%), Administrative Services (AS) (10.8%) and Financial Administration (FI) (9.0%) groups.

1.29 Relative stability of indeterminate staffing activities within the EX Group is the net result of increased activities at EX-1 level (10.3% higher than in 2011-2012) and fewer activities at other Executive levels (down 9.5%). Similarly, activities decreased by 7.1% in the NCR but increased by 13.9% in other regions.

Values in the appointment system

1.30 The Preamble to the PSEA sets out that "Canada will continue to benefit from a public service that is based on merit and non-partisanship and in which these values are independently safeguarded." Further, "the public service, whose members are drawn from across the country, reflects a myriad of backgrounds, [... and] embodies linguistic duality." In addition, the Preamble states that the "public service [...] is characterized by fair, transparent employment practices." These values are reflected in the PSC Appointment Policy Framework, as well as the *Guide on the selection of employees for retention or lay-off.*

Access to public service jobs

1.31 The PSC is committed to ensuring that all Canadians have access to job opportunities in the public service. The PSC looks at a number of indicators to determine whether the value of access is respected overall, including the length of time that positions are advertised; data related to the use of National Area of Selection (NAOS); the geographic origins of public servants; the proportion of Canadians with no previous public service work experience; and the use of non-advertised processes.

Length of time for advertising

1.32 One of the key indicators of access to public service employment is the length of time that job opportunities are advertised. The PSC *Advertising in the Appointment Process Policy* requires that job opportunities in the federal public service be advertised for a minimum of one business day. However, PSC guidance recommends that managers advertise for one to two weeks, depending on factors such as the number of positions to be filled, the urgency of the requirement, the use of complementary advertisements such as newspapers and job fairs, variations in time zones and work schedules for potential applicants and the expectation of accepting applications through the mail or by other means.

1.33 Overall, managers tended to advertise for longer periods of time in 2012-2013, as shown by an increase in the proportion of advertisements posted for seven days or more and a decrease in the proportion of advertisements posted for two days or less. Based on the Public Service Resourcing System, about 74% of external advertisements were posted for a period of one week or longer in 2012-2013, compared to 64% in 2011-2012. In 2012-2013, about 12% of external advertisements were posted for two days or less, compared to 18% in 2011-2012. No advertisements were posted for less than one business day.

National Area of Selection

1.34 To ensure that Canadians from across the country, and those living abroad, have access to public service jobs, the PSC *Area of Selection Policy* requires that externally advertised employment opportunities be open nationally.

The use of National Area of Selection is resulting in enhanced access to long-term and indeterminate public service jobs at both the officer and non-officer levels.

While the number of advertisements and applications decreased in 2012-2013, the proportion of appointments for those who applied from outside the region in which the job was located continued to grow for officer-level positions:

- 19.8% in 2010-2011
- 21.5% in 2011-2012
- 23.9% in 2012-2013

For non-officer level positions, the appointment rate from other regions also continued to increase:

- 9.6% in 2010-2011
- 11.7% in 2011-2012
- 17.4% in 2012-2013

Geographic origins of the public service workforce

1.35 The Preamble to the PSEA describes a public service "whose members are drawn from across the country." For the first time, the Survey of Staffing provided information on the geographic origins of federal public servants. The Survey asked public service employees about the province or territory in which they attended high school, as an indicator of where they grew up. The comparison of these results to the data on labour force availability provides a unique lens to better understand the geographic representation of the federal public service, as illustrated in Table 2. The PSC will continue to collect this information to monitor variations in the geographical representativeness of the public service.

Table 2: Geographical representativeness of the public service workforce compared to the Canadian labour force, for 2012

Geographic area of residence	Origins of public service workforce[a] %	Canadian labour force %
British Columbia	7.8	13.0
Alberta	4.6	12.0
Saskatchewan	3.4	3.0
Manitoba	4.2	3.5
Ontario (excl. NCR)	21.3	35.9
Ontario (incl. NCR)[b]	36.4	38.9
National Capital Region (NCR)	20.1	4.0
Quebec (excl. NCR)	20.2	21.8
Quebec (incl. NCR)[b]	25.2	22.8
New Brunswick	4.5	2.0
Nova Scotia	4.8	2.6
Prince Edward Island	1.0	0.4
Newfoundland and Labrador	2.7	1.4
Yukon	0.0	0.1
Northwest Territories	0.2	0.1
Nunavut	0.1	0.1
Outside Canada	5.1	N/A

Source: Survey of Staffing — 2012; Labour Force Survey March 2013 (71-001-X), Statistics Canada; Population of Census Metropolitan Areas, 2012, Statistics Canada

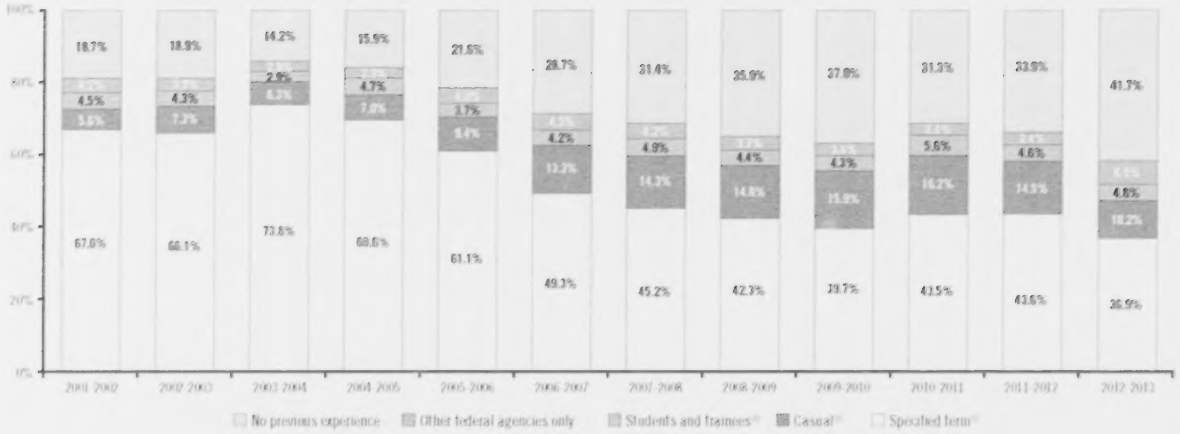
[a] The "origins of the public service workforce" is a proxy measure of the geographical representativeness of the public service and is based on a Survey of Staffing question that inquired about the province or territory in which public service employees attended high school.

[b] This is an estimate of the breakdown of the National Capital Region (NCR) between Ontario and Quebec based on the relative share of the population in each province within the Ottawa-Gatineau census metropolitan area.

Previous public service work experience

1.36 In 2012-2013, there were changes in the proportion of Canadians with no previous public service work experience who had access to indeterminate positions, as shown in Figure 8. For the first time in over a decade, employees with no previous public service work experience became the largest component of new indeterminate hires, at 41.7%. The share of employees with specified term experience, on the other hand, dropped to 36.9%. The proportion of those with previous casual employment experience continued its two-year drop, to 10.2%.

Figure 8: New indeterminate hires, by public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

[a] Students and trainees may include previous experience in other federal organizations.

[b] Casual may include previous experience such as a student or trainee or in other federal organizations.

[c] Specified term may include previous experience such as a casual, student, trainee or in other federal organizations.

Use of advertised and non-advertised processes

1.37 The PSEA and the PSC *Choice of Appointment Process Policy* provide sub-delegated managers with options when it comes to selecting a type of appointment process. Appointment processes can be advertised, non-advertised, internal or external, depending on the position to be staffed, the need of departments and agencies and human resources (HR) and employment equity (EE) plans.

1.38 Based on the PSC's hiring and staffing activity files, there was a drop of 36.1% in the number of non-advertised appointments. However, the proportion of non-advertised appointments relative to advertised ones increased, from 32.6% in 2011-2012 to 39.8% in 2012-2013.

1.39 Table 3 shows that non-advertised processes for appointments to the public service increased from 15.3% in 2011-2012 to 17.6% in 2012-2013; for promotions, the use of non-advertised processes increased from 29.7% in 2011-2012 to 37.6% in 2012-2013. At the same time, the use of non-advertised processes for acting appointments decreased from 66.5% in 2011-2012 to 62.1% in 2012-2013.

1.40 This data reflects an unusual pattern related to the decrease in the overall volume of staffing in 2012-2013. The PSC is committed to providing a better understanding of the use of non-advertised processes. An initial analysis of Survey of Staffing data suggests a range of circumstances where non-advertised processes are used. These would include individual reclassifications or promotions within development programs. To this end, a statistical study will be undertaken to further explore the nature and use of non-advertised processes.

1.41 The PSC is also reviewing its guidance on non-advertised appointments to ensure that it clearly communicates the various types of circumstances under which non-advertised appointments are used. The PSC will report on the results of this policy review and statistical study in 2013-2014.

Table 3: Estimates of percentage of appointments under the *Public Service Employment Act* to and within the public service, by appointment type, process and fiscal year[a]

	2010-2011		2011-2012		2012-2013	
Appointment type[b]	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)	Advertised (%)	Non-advertised (%)
Appointments to the public service	80.3	19.7	84.7	15.3	82.4	17.6
Promotions	68.7	31.3	70.3	29.7	62.4	37.6
Acting appointments	31.1	68.9	33.5	66.5	37.9	62.1
Total	**65.3**	**34.7**	**67.4**	**32.6**	**60.2**	**39.8**

Source: Public Service Commission (PSC) hiring and staffing activities files matched to its administrative data sources

[a] Due to timing and data quality issues, the PSC was able to match approximately 70% of the appointments with PSC administrative data sources.

[b] Includes indeterminate and specified term appointments. Excludes lateral and downward movements, deployments and acting appointments of less than four months.

Fairness and transparency in appointments

Perceptions of fairness

1.42 In 2012, nearly two thirds (64%) of candidates indicated in the Survey of Staffing that the advertised staffing processes in which they participated were fair, a decline from 70% in 2011. However, a closer examination of the data revealed that candidate perceptions of fairness vary with the outcome of the staffing process; those who were successful (i.e. who received an offer of appointment) were more likely to view the process as fair than those who were unsuccessful. As the ratio of candidates who received an offer declined by nearly half, to 20% in 2012 from 39% in 2011, the proportion of unsuccessful candidates increased from 61% in 2011 to 80% in 2012, affecting the overall perceptions of fairness. In 2012, some 94% of those who received an offer felt that the advertised processes in which they participated were fair, as compared to 57% of those who were unsuccessful.

1.43 While perceptions of fairness by those involved in advertised staffing processes appear to be declining, employee perception of the fairness of processes in their own work unit has remained stable over the past three years (71% in 2012, compared to 69% in 2011 and 71% in 2010).

Perceptions of transparency

1.44 The latest data from the Survey of Staffing show that some 70% of employees agree that staffing processes within their own work unit were carried out in a transparent way, a proportion that remains unchanged from last year. In the case of EE groups, this proportion drops to 58% for persons with disabilities, 61% for Aboriginal Peoples and 66% for members of visible minorities.

Informal discussion

1.45 The PSC *Policy on Informal Discussion* states that, during an internal appointment process, persons eliminated from consideration are to be provided with an opportunity to discuss the reasons for their elimination from the process as soon as possible after the decision is made.

1.46 Informal discussions promote transparency and are intended to improve communication during the appointment process before a final decision about an appointment is made. This allows managers to quickly and effectively correct any errors or omissions in the appointment process.

1.47 Survey of Staffing data show that nearly 57% of managers who administered advertised processes received requests from candidates for informal discussions in 2012, compared to 49% in 2011. As shown in Table 4, the proportion of candidates responding to the Survey of Staffing who sought an informal discussion with the hiring manager after being eliminated from further consideration decreased to 44% in 2012, from 46% in 2011. The share of candidates who were screened back into the process as a result of informal discussions also decreased to 6% in 2012, compared to 10% in 2011. The data also show that 49% of candidates participating in an informal discussion were satisfied with the outcome. Direct comparisons with previous years are limited, since the Survey used a three-point answer grid in 2011 and a four-point answer grid in 2012.

Table 4: Results of informal discussion: Candidates eliminated from consideration in advertised staffing processes, by year

	2010 (%)	2011 (%)	2012 (%)
Percentage of candidates who participated in an informal discussion	45	46	44
Percentage of candidates satisfied with the outcome of the informal discussion	62	62	49[a]
Percentage of candidates satisfied with the time it took to get an informal discussion	85	85	76[a]
Percentage of candidates who participated in an informal discussion who were screened back into the process	12	10	6

Source: Survey of Staffing — 2010, 2011 and 2012

[a] Due to a change from a three-point answer grid to a four-point answer grid for this question in the 2012 Survey of Staffing, these estimates are not directly comparable with previous years.

Time to staff

1.48 The PSC provides information and analysis on the time it takes to staff a position in the public service, to facilitate departments and agencies in managing their own staffing processes. Actual time to staff is collected from managers who completed the Survey of Staffing. It measures the time between a staffing request being submitted and the appointee reporting to work.

1.49 In the course of a staffing process, there are multiple steps that may cause delays. Understanding the reasons for the length of the process is a first step in addressing potential challenges. For example, process delays due to security clearances will likely require a very different solution to those caused by changes in HR advisors. The length of time taken to staff may also be as a result of a comprehensive and thorough assessment of candidates for a key position in the organization. In this case, a deliberate decision to take whatever time is needed to ensure the quality of the hiring decision is likely time well spent.

1.50 In 2012-2013, hiring and staffing in the public service was set against a backdrop of resource reductions stemming from Spending Review 2012; this may have influenced time to staff. For example, many departments and agencies centralized staffing decisions in order to explore multiple avenues for redeploying displaced employees and place persons registered in the priority system, leading to a pattern of delayed approvals that is not normally the case.

1.51 Furthermore, in 2012, the Survey of Staffing took more precise measurement of time to staff by asking the month and year in which the staffing process started and ended, rather than asking for an estimate of the number of weeks the process took. Some of the changes in time to staff may be due to this improved measurement.

1.52 Taken together, the unusual context and the changed methodology introduce uncertainty about the conclusions that may be drawn from the data for 2012-2013. When staffing patterns normalize, the PSC will be in a better position to assess any patterns that emerge using this new approach.

1.53 The latest data from the Survey show that the overall average time to staff indeterminate advertised positions (from both collective[ii] and distinct processes) was 5.5 months in 2012, up from 4.5 months in 2011.

1.54 A collective process refers to the strategy of establishing a pool of qualified candidates from which appointments can be made over time. Table 5 shows that the time to staff for collective indeterminate advertised positions increased, to 5.7 months in 2012 from 4.7 months in 2011. On the other hand, collective staffing from already established pools of qualified candidates took nearly three weeks less than distinct staffing.

[ii] The Survey of Staffing defines collective processes as those involving "more than one hiring manager and/or appointments within more than one work unit or location and/or in multiple organizations."

Table 5: Time to staff indeterminate positions,[a] by process type and year

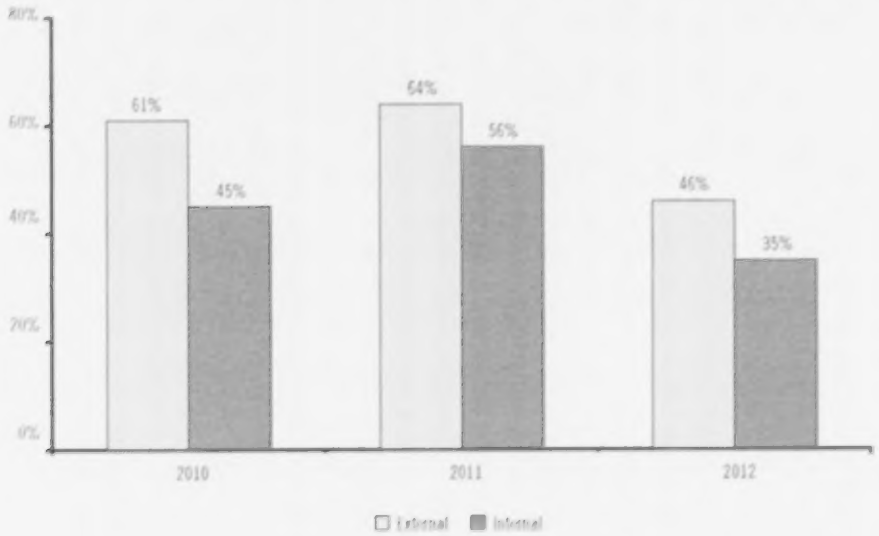
	2010		2011		2012	
	Weeks	Months	Weeks	Months	Weeks	Months
Advertised processes	20.8	4.8	19.3	4.5	23.9	5.5
• Distinct	20.7	4.8	17.8	4.1	23.5	5.4
• Collective	20.8	4.8	20.4	4.7	24.8	5.7
- Staffing request before pool is created	24.8	5.7	23.5	5.4	29.4	6.8
- Staffing request after pool is created	15.8	3.6	17.8	4.1	20.9	4.8
Non-advertised processes	11.7	2.7	13.3	3.1	14.7	3.3

Source: Survey of Staffing — 2010, 2011 and 2012

[a] The methodology used to calculate time to staff changed in 2012. Previously, managers were asked to provide the number of weeks it took from the staffing request being submitted to the appointee reporting to work. In 2012, managers were asked to provide the month and year of each of these two points in their staffing process, from which the number of weeks were subsequently calculated. In addition, 2012 figures include those processes that took up to 18 months (78 weeks) to complete. As a result, the figures for 2010 and 2011 were recalculated and, therefore, may differ from those in previous Public Service Commission Annual Reports.

1.55 As illustrated in Figure 9, the use of collective processes by hiring managers showed a decline from 2011 to 2012. However, large departments and agencies continue to make greater use of collective processes (40%) than medium departments and agencies (30%).[b]

Figure 9: Use of collective advertised processes by hiring managers, by year



Source: Survey of Staffing — 2010, 2011 and 2012

[b] In the context of the Survey of Staffing, large departments and agencies are those with at least 2 000 employees, while medium ones are those with 350 to 1 999 employees.

1.56 The use of collective processes is more effective when the positions to be staffed are homogeneous, and when there is a need to staff multiple positions in one or more departments or agencies. The latest survey data show that managers used collective staffing processes in a greater proportion to fill Welfare Programmes (WP), Correctional Services (CX) and Border Services (FB) positions. On the other hand, distinct processes were used extensively to staff Law (LA), Personnel Administration (PE) and Information Services (IS) positions.

1.57 **Factors related to time to staff** – As part of its analysis, the PSC looked at whether certain factors were associated with time to staff. For example, the PSC found that turnover of HR personnel could be a factor in increasing the time it takes to staff a position. A relationship was established between the number of HR advisors used and the length of time to staff. It took an average of 4.9 months if only one HR advisor was involved, about 5.8 months with two advisors and more than 7 months if three or more HR advisors were involved in any staffing process.

1.58 Among other important factors related to time to staff are security and second language testing requirements. In 2012, the time to staff an advertised position was approximately one month faster (5.4 months vs. 6.2 months) when the appointee had already met the security requirements. Appointees requiring language testing added, on average, over one week to the time to staff an advertised position in 2012.

1.59 The Survey data also show that organizational size is related to the time it takes to staff positions. Large departments and agencies took an average of 5.7 months to complete an advertised staffing process in 2012, compared to 5.0 months for medium departments and agencies.

A representative public service

1.60 As stated in the Preamble to the PSEA, the public service must be representative of Canada's diversity and be able to serve Canadians in their official language of choice. Under the *Employment Equity Act*, the PSC, as a co-employer for the public service, is required to identify and eliminate employment barriers in the appointment system for the four designated groups (i.e. Aboriginal Peoples, persons with disabilities, members of visible minorities and women); institute positive policies and practices; and provide reasonable accommodation to achieve a representative public service.

1.61 In 2012-2013, the PSC and the Office of the Chief Human Resources Officer worked together to address a long-standing issue of different methodologies used within the public service to report employment equity (EE) information to Parliament. To address this issue, a common methodology was developed that will ensure consistent reporting of EE data across the federal public service. This new methodology will improve the quality and completeness of information on designated groups, in addition to improving efficiencies by which departments and agencies will obtain and report on EE data. Due to the fact that this change in methodology was recently implemented, appointment data was still being reviewed at the time this Report was printed. The PSC will report the data on-line as soon as it can be made available.

1.62 Table 6 illustrates that the percentage of applications for persons with disabilities has remained unchanged since the last report, while the percentage of applications by Aboriginal Peoples has declined. Members of visible minorities continue to apply at a rate exceeding their workforce availability.

Table 6: Percentage of applicants to advertised processes, by employment equity designated group and fiscal year, compared to the 2006 workforce availability

Employment equity designated group	2006 workforce availability[a]	2010-2011	2011-2012	2012-2013
	% of applicants[b]			
Aboriginal Peoples	3.0	4.8	4.0	3.0
Persons with disabilities	4.0	2.7	2.6	2.6
Members of visible minorities	12.4	22.8	21.4	23.0
Women	52.3	N/A[c]	N/A[c]	N/A[c]

Source: Public Service Resourcing System (PSRS)

[a] The 2006 workforce availability for the public service was provided by Treasury Board of Canada Secretariat.

[b] For applicants to advertised processes, the percentages for the employment equity designated groups are based on applicants who self-declared through the PSRS.

[c] Applicant data by sex cannot be reported due to a change in data capture.

1.63 It is important to note that the PSC found that 25% of those who self-identified as persons with disabilities did so within the first two years of service, and the remaining 75% identified at some point after this. Furthermore, one third of all persons with disabilities identified themselves in this way after 15 or more years of service. Given the diversity of the population of persons with disabilities, the PSC plans on conducting a more detailed study on the issues surrounding recruitment of persons with disabilities.

1.64 In 2012-2013, the PSC examined, for the first time, the EE profile of students, both as applicants and as hires. The results in Table 7 show that students who are members of EE designated groups are appointed at a higher rate than that at which they apply. Workforce availability is not used to assess representativeness of designated groups' share of student employment because it does not properly reflect the type of work done by students.

Table 7: Percentage of student[a] applicants to advertised processes and student[a] hiring activities to the public service, by employment equity designated group for fiscal year 2012-2013

Employment equity designated group	% of student applicants[b]	% of student hires[c]
Aboriginal Peoples	2.1	3.2
Persons with disabilities	1.8	2.2
Members of visible minorities	18.8	19.1
Women	N/A[d]	57.3[e]

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Includes students who applied or were hired through the Federal Student Work Experience Program and the Research Affiliate Program. Employment equity (EE) data on students who applied or were hired through the Co-operative Education and Internship Program are not available.

[b] The percentages for Aboriginal Peoples, persons with disabilities and members of visible minorities are based on students who applied and self-declared through the PSRS. These figures exclude cancelled advertisements.

[c] The percentages for Aboriginal Peoples, persons with disabilities and members of visible minorities are based on students who applied and self-declared through the PSRS in the preceding two fiscal years and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. These exclude appointments to separate agencies.

[d] Due to a change in data capture, applicant data by sex is not available.

[e] Numbers for women appointed to the public service are extracted from the PSC hiring and staffing activities files, which are based on the Public Works and Government Services Canada pay system. These exclude appointments to separate agencies.

Note: Workforce availability is not used to assess representativeness of designated groups' share of student employment because it does not properly reflect the type of work done by students.

1.65 In 2012-2013, the PSC, for the first time, undertook two studies that looked more closely at how being a member of an EE group affects both chance of promotion and perceptions of the staffing process.

1.66 ***Members of Designated Employment Equity Groups: Chances of Promotion*** – The first study looked at the chances of promotion of members of designated EE groups, including Aboriginal Peoples, persons with disabilities, visible minorities and women. Using data from 2010-2011 and applying a peer-reviewed logistic analysis, the study examined whether male and female members of EE groups have the same chance of promotion as their comparison groups. Comparison groups for this study were men and women, respectively, from the general population who are not members of a designated EE group. Various factors, such as age, years of service and regions, were considered. The study found that the chances for promotion of Aboriginal Peoples (both men and women) were not significantly different from their comparison groups. Both men and women with disabilities were less likely to be promoted than their comparison groups. The difference is significant, 28% less likely for women and 39% less likely for men. Although visible minority women had lower chances of promotion than their comparison group, visible minority men had higher chances of promotion. There was no difference between men and women who were not members of an EE group.

1.67 ***Members of Designated Employment Equity Groups: Perceptions of Merit and Fairness –*** The second study examined whether the perceptions of EE groups toward staffing processes in which they participated were significantly different from those of their comparison groups. Comparison groups for this study were men and women, respectively, from the general population who are not members of a designated EE group. Various factors, such as age, years of service and regions, were considered. Using data from the 2011 Survey of Staffing, the study focused on perceptions of fairness of the staffing process and whether merit was respected. The results are the following:

- Aboriginal women did not show significantly different views on fairness and merit than their comparison group.
- There was no difference in perceptions of fairness between aboriginal men and their comparison group, but the former were less likely to think that merit was respected than their comparison group.
- Women with disabilities did not significantly differ from their comparison group in their perceptions toward merit and fairness.
- Men with disabilities, as well as both visible minority men and women, were substantively less likely than their comparison groups to think that merit and fairness were respected.
- Women who were not members of another designated EE group were more likely to think that the processes were fair than men who were not members of a designated EE group, although there was no difference between the two groups in perceptions of merit.

1.68 The PSC cautions against making any generalizations for periods other than that of the study (2010-2011), since these results represent a single snapshot in time. Given the importance of these findings, the PSC is undertaking more detailed work in 2013-2014 to both update the results of the studies and take a deeper look at the career progression of EE groups. This will enable the PSC to determine more precisely whether these results represent a trend. The PSC will also examine, to the extent possible, whether or not these findings vary by occupational group and level. Having said that, since these results do represent an area of concern, the PSC will work closely on these issues with those responsible for EE programs. This includes the Office of the Chief Human Resources Officer and deputy heads, as well as Deputy Minister Champions for Members of Visible Minorities, Persons with Disabilities and Aboriginal Peoples, as well as their respective members.

Official languages: Linguistic duality

1.69 As persons appointed must meet the official language proficiency requirements of the work to be performed, the PSC monitors staffing activities as they relate to official languages in the public service. (See Appendix 2, Tables 34-37.)

Non-imperative staffing

1.70 Positions may be staffed on a non-imperative basis under specific circumstances, as provided for under the Treasury Board *Directive on the Staffing of Bilingual Positions*. The *Public Service Official Languages Exclusion Approval Order* (the Order) and the *Public Service Official Languages Appointment Regulations* (the Regulations) are the statutory instruments that allow a person to be excluded from meeting the language requirements of a position for up to a maximum period of two years after a non-imperative appointment. Under certain limited circumstances, an extension of up to an additional two years can be granted.

1.71 Non-imperative appointment processes accounted for 3.6% of indeterminate appointments to bilingual positions in 2012-2013. This represents a reduction from 7.1% in 2008-2009 and is consistent with the figure of 3.4% in 2011-2012. (See Table 8.)

1.72 The majority of persons appointed on a non-imperative basis in 2012-2013 met the language requirements upon appointment (or were exempt from the requirements based on a medical exclusion or having submitted an irrevocable resignation within two years). The balance (0.6% of indeterminate appointments in 2012-2013) is entitled to receive language training and must meet the language requirements within the maximum time period allowed by the Order and the Regulations.

Table 8: Indeterminate appointments and staffing activities to all bilingual positions (including the Executive Group) under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		28 155	92.9	28 046	93.7	23 587	94.8	19 271	96.6	11 727	96.4
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	1 757	5.8	1 631	5.4	1 080	4.3	496	2.5	360	3.0
	Employee does not meet requirements upon appointment	403	1.3	265	0.9	203	0.8	190	1.0	79	0.6
	Subtotal	**2 160**	**7.1**	**1 896**	**6.3**	**1 283**	**5.2**	**686**	**3.4**	**439**	**3.6**
Total		**30 315**	**100.0**	**29 942**	**100.0**	**24 870**	**100.0**	**19 957**	**100.0**	**12 166**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements, but excludes acting appointments.

1.73 Since the current Order and Regulations came into force on December 31, 2005, there has been a decline in the number of cases that do not meet the requirements. There were 10 such cases as of March 31, 2013, a decrease from the 55 cases reported in 2009-2010 and from 320 such cases in 2006-2007.

Second Language Evaluation

1.74 The PSC is responsible for evaluating second official language proficiency in appointment processes through the Second Language Evaluation (SLE) standardized tests for Oral Proficiency, Written Expression and Reading Comprehension in both English and French. SLE volumes have dropped by 20% since last year, consistent with an overall reduction in staffing activities. (See Appendix 2, Table 38 for more information.)

1.75 **Pass Rates** – The PSC tracks pass rates for its three second language tests. Some year-to-year fluctuations in pass rates are to be expected due to a range of factors that influence test results, including the changing profiles of those taking the tests, their reasons for taking the test and their demographics.

Table 9: Pass rates for the English and French Test of Oral Proficiency, by level and fiscal year[a]

	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	%		%		%		%		%	
Level	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	66.5	83.6	70.1	84.5	71.4	83.6	66.6	80.6	61.8	78.5
Level B only	76.6	91.4	81.2	92.9	83.2	94.1	79.0	92.5	74.3	92.0
Level C only	48.9	64.1	52.4	63.2	53.6	59.4	45.4	54.8	44.1	53.0
Level C Executives only	58.1	70.4	62.7	70.4	62.0	sample too small	57.8	76.6	51.2	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2013

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 10: Pass rates for the English and French Test of Written Expression, by level and fiscal year[a]

Level	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	59.7	67.7	58.4	71.7	55.2	77.6	58.2	80.2	59.0	79.8
Level B only	60.1	67.5	59.1	71.3	55.2	77.3	57.3	79.7	58.0	79.9
Level C only	50.4	66.4	42.8	69.9	40.3	72.0	44.9	74.0	43.9	69.4
Level C Executives only	61.1	sample too small	71.4	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2013

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

Table 11: Pass rates for the English and French Reading Comprehension Test, by level and fiscal year[a]

Level	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
	%		%		%		%		%	
	French	English	French	English	French	English	French	English	French	English
All levels (A,B,C combined)	69.9	80.9	72.1	84.0	72.5	89.6	76.3	93.6	75.3	90.4
Level B only	76.0	86.7	77.2	88.5	75.3	91.8	79.5	94.6	78.2	94.0
Level C only	49.1	61.0	56.2	66.6	59.3	77.6	59.7	88.1	60.5	75.8
Level C Executives only	81.7	sample too small	75.0	sample too small	73.3	sample too small	73.5	sample too small	73.9	sample too small

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2013

[a] Pass rates reflect the number of successful tests at a given level, divided by the total number of tests for which that level is required, expressed as a percentage. Levels A, B and C correspond to basic, intermediate and advanced levels of second language proficiency.

1.76 **Facilitating the placement of affected employees** – As noted in its 2011-2012 Annual Report, the PSC amended its policies to allow managers to use SLE test results that are more than five years old to appoint to bilingual positions employees facing involuntary displacement as a result of workforce adjustments. These employees must obtain new SLE test results within 12 months of the appointment.

1.77 In 2012-2013, this measure allowed 248 employees who would have been displaced to remain in the public service, allowing the public service to retain skilled and competent people whom the Government of Canada has trained and developed. The PSC is following up with departments and agencies to ensure that new SLE test results confirm that each employee meets the official language requirements of the position. This provision will be in place until March 31, 2015, and the PSC will continue to monitor the use of this measure to ensure that refresher language training continues to be provided and that service to the public and language of work requirements of the *Official Languages Act* are respected.

Studies

1.78 The PSC conducts studies to contribute to a broader and deeper understanding of various staffing issues of interest to the PSC, federal departments and agencies, other stakeholders and Parliament. These studies use statistical methods or descriptive tools to identify potential staffing issues and noteworthy practices. The PSC also undertakes a series of study updates, which can be found in Appendix 3.

1.79 ***Joint Public Service Commission and Treasury Board of Canada Secretariat Study on Strategic Recruitment*** – The PSC is collaborating with the Treasury Board of Canada Secretariat to conduct a study on strategic recruitment, so that the public service can target potential employees with the skills needed to meet current and future business needs. Trends and tools will be presented to better inform departments and agencies of issues that could influence their ability to recruit strategically. Findings will also shed light on potential skills gaps in the public service, given current trends.

CHAPTER 2

Enabling departments and agencies

Highlights

- The Public Service Commission (PSC) continued to adapt its activities to meet the emerging needs of departments and agencies and to achieve a modern, effective staffing system.
- In 2012-2013, the PSC put more emphasis on proactive outreach to provide policy guidance and support and to share key trends, lessons learned and best practices to support departments and agencies in effectively managing their own staffing delegation.
- Effort was placed on redeploying skilled employees who were affected by workforce adjustment and on targeted recruitment to ensure the public service has the skills required now and in the future.
- Enhancements to the PSC Priority Administration Program supported the referral and placement of an increased number of priority persons. A total of 956 employees were placed in 2012-2013, some 17% more than in the previous year.
- The PSC continued to invest in technology as part of the modernization of its staffing services to enhance the quality of hiring to the public service, including a further expansion of electronic testing, which served to reduce the overall cost of assessment.

2.1 The Preamble to the *Public Service Employment Act* (PSEA) sets out a vision for a delegated staffing system that provides public service managers with the authority "to staff, to manage and to lead their personnel to achieve results for Canadians." With this in mind, the Public Service Commission (PSC) provides guidance, tools and support services while enhancing the framework that supports hiring managers to achieve a modern, effective staffing system.

2.2 The PSC draws on the findings and lessons learned from its oversight activities (monitoring, audits, investigations) and other sources of information, such as studies and decisions by the Public Service Staffing Tribunal, to improve the staffing policy framework, clarify expectations and achieve a modern staffing system. Engagement with departments and agencies allows the PSC to enable hiring managers to staff efficiently while meeting the intent of the PSEA.

2.3 This chapter highlights the range of activities that the PSC has undertaken to support departments and agencies and ensure an effective staffing system, underscoring the importance of engaging and collaborating with central agency partners, bargaining agents and numerous fora of deputy heads, hiring managers and human resources (HR) advisors. It also demonstrates the evolution of the PSC's services and systems, which help build knowledge and expertise within departments and agencies as they build a workforce to meet the current and future needs of the public service.

Core enabling activities

2.4 The PSC provides departments and agencies with a policy framework, guidance and policy interpretation to ensure understanding and proper application of delegated staffing authorities, and to increase organizational knowledge. The PSC continued its work on exclusion approval orders, policies, assessment services and staffing and recruitment programs to ensure that they respond to the current and future needs of departments and agencies operating in a changing environment.

Policy guidance and outreach

2.5 To support departments and agencies effectively, the PSC provides access to information and expertise that respond to operational needs.

Advice and guidance

In 2012-2013, the Public Service Commission responded to 393 requests for policy interpretation and over 3 800 operational questions, ensuring that departments and agencies are provided with timely information to guide their staffing decisions.

2.6 By participating in HR and interdepartmental staffing-related meetings across the country, the PSC shares updates and information with participants, responds to questions and concerns and provides staffing advice.

2.7 The PSC also undertakes regular outreach to support departments and agencies and ensures engagement of the HR and management communities. In 2012-2013, the PSC delivered over 160 policy-related presentations as part of its enhanced outreach efforts. Outreach includes presentations to deputy heads, the Human Resources Council, the Public Service Commission Advisory Council, bargaining agents, the National Managers Community, the National Joint Council and interdepartmental HR communities on staffing, official languages, employment equity, workforce management and HR.

Symposium on staffing management

In November 2012, the Public Service Commission hosted a symposium to provide departments and agencies with information on emerging trends from audits and investigations, the management of priority entitlements and the importance of making employees aware of their legal rights and responsibilities, as public servants, regarding political activities. Panel sessions with representatives of a cross section of departments and agencies were convened to share practical insights, lessons learned and best practices in the areas of monitoring and planning for staffing. More than 120 heads of human resources and staffing advisors from departments and agencies of all sizes attended this event.

2.8 The PSC continued its collaboration with the Canada School of Public Service (CSPS) in 2012-2013. In addition to sharing information with the CSPS and its instructors, PSC strategic staffing consultants served as facilitators and instructors in regional workshops on workforce adjustment (WFA) and staffing.

2.9 **Refinement to policies, regulations and exclusion approval orders** – In addition to supporting departments and agencies through policy guidance, such as the use of electronic documentation in staffing processes, the PSC made progress on the following regulations and exclusion approval orders (exclusions to the application of the PSEA) during the reporting period (more detailed information can be found in Appendix 6):

- *Regulations Amending the Political Activities Regulations*;
- *Regulations Amending the Public Service Employment Regulations*;
- *Locally-Engaged Staff Exclusion Approval Order* and *Locally-Engaged Staff Regulations*; and
- *Royal Canadian Mounted Police Casual Employment Regulations*.

Assessment services

2.10 **Sharing assessment expertise** – Through the sharing of knowledge and the provision of advice and guidance, the PSC supports deputy heads in maintaining and enhancing a merit-based appointment system. The PSC provides guidance to augment the reliability, validity and fairness of a department or agency's assessment tools and test development practices by reviewing their assessment processes. Departments and agencies also have access to a range of standardized assessment tools, developed with the expertise of the PSC, to support objective, merit-based appointments.

Public Service Commission assessment expertise

The Correctional Service of Canada (CSC) turned to the Public Service Commission (PSC) for assistance in implementing a new approach for the assessment of applicants to federal correctional officer positions. First, CSC used the PSC's tests of cognitive ability and written communication proficiency over 2 000 times to quickly and efficiently identify candidates with the required cognitive and writing skills, and to manage the high volume of job applicants. Next, PSC psychologists conducted assessments of candidates' psychological suitability, a new addition to the correctional officer selection process. This new approach aims to ensure a good fit between the applicant and the job.

2.11 The PSC continued to offer seminars to HR specialists and managers to expand their knowledge of how to assess candidates, including developing assessment material and documenting results. In 2012-2013, the PSC delivered seminars to meet the specific needs of departments and agencies and initiated the design of a new seminar on developing structured interviews. New leadership readiness seminars helped participants apply an integrated assessment approach to better understand their leadership strengths and weaknesses. An additional new seminar on knowledge tests helped provide HR specialists and managers with the tools necessary to develop tests that are reliable, fair, valid and adapted to the position being filled.

2.12 **Staffing and assessment** – The downward trend in hiring and staffing triggered a reduction in the majority of the PSC's staffing and assessment services in 2012-2013. The demand for assessment instruments and services declined by 67% for non-Executive levels, and by 60% for Executive levels. PSC assessment tools are generally used in the context of indeterminate hiring, which dropped by 63% in 2012-2013. This accounts for the decline in requests for assessment tools and services.

Table 12: Executive and non-Executive assessment volumes and change, by fiscal year

Assessment	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	Change (over last year) %
Non-Executive assessments (excluding SLE tests)	114 051	90 216	62 064	58 723	19 414	-66.9
Executive assessment (including simulations and reference checks)	1 853	1 239	954	727	290	-60.1

Source: Public Service Commission Test Scoring and Results Reporting System and PSC Assessment Centre Integrated Information System, as of March 31, 2013

2.13 **Assessment accommodation** – The PSC has the policy authority for assessment, which includes the duty to accommodate individuals. This duty to accommodate provides an equal opportunity for all candidates to demonstrate that they meet the qualifications for an employment opportunity. Deputy heads are delegated to determine the appropriate assessment methods for each appointment process and to provide accommodation to enable individuals to demonstrate their qualifications during a staffing process without being limited or unfairly restricted due to the effects of a disability or functional limitation. The policies and guidance of the PSC are designed to help hiring managers provide accommodation, whether they are using in-house assessment methods or PSC-developed tests.

2.14 The PSC provides expert information and advice on request and recommends accommodation measures for organizational assessment tools. The demand for accommodation measures decreased by 33% in 2012-2013 (some 1 365 requests) as a result of the overall decrease in staffing activities and associated Second Language Evaluations, which is the source of the majority of accommodation requests. However, accommodation requests as a proportion of total staffing and hiring activities has remained relatively stable.

2.15 To support departments and agencies that are developing accommodation measures for their own assessment tools, the PSC offers an introductory seminar for HR specialists and managers to gain basic knowledge on how to collect and use medical documentation, develop accommodation measures and evaluate risks. In 2012-2013, the PSC developed a Web-enabled version of this seminar to make PSC expertise more accessible, especially for HR specialists in remote areas.

Targeted recruitment

2.16 Although considerable effort was made to redeploy skilled employees who were affected by WFA, targeted recruitment was required to achieve ongoing renewal. The PSC administers a number of programs to support departments and agencies with their renewal efforts and to enable targeted recruitment based on the skills required for the future. These programs also provide economies of scale for departments and agencies as they meet their strategic recruitment objectives.

2.17 To support departments and agencies in meeting their recruitment needs, the PSC administers three student employment programs — the Federal Student Work Experience Program, the Research Affiliate Program and the Co-operative Education and Internship Program. These programs are designed to provide students with on-the-job assignments to develop the skills and knowledge required for entry into the workforce, while meeting the temporary needs of managers.

2.18 There were 9 561 students hires in 2012-2013, representing a significant source for public service renewal. The 27.0% decline in student hiring was consistent with the decline in staffing activities overall.

Table 13: Student employment program activities, by fiscal year

		2010-2011	2011-2012	2012-2013
Federal Student Work Experience Program	Applications[a]	52 138	47 343	45 146
	Hires	8 781	8 305	5 835
Research Affiliate Program	Applications[b]	3 100	1 386	1 599
	Hires[c]	253	274	318[d]
Co-operative Education and Internship Program	Placements	4 810	4 520	3 408

Source: Public Service Resourcing System and Public Service Commission hiring and staffing activities files

[a] The figures under Federal Student Work Experience Program include applications from the current campaign and the campaign from the previous year. A campaign occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year. The application total for 2012-2013 is equal to the total number of applicants found in Table 39.

[b] These figures exclude cancelled advertisements.

[c] These figures include initial hires and extensions of employment with a break in service, as well as hires occurring prior to an advertisement being cancelled.

[d] Due to a change in methodology used to estimate the number of hires through the Research Affiliate Program, this figure is not comparable to previous years.

2.19 The PSC directly supports federal organizations in their recruitment of post-secondary graduates through two distinct programs: Post-secondary Recruitment (PSR) and Recruitment of Policy Leaders (RPL). Both programs target qualified university and college graduates for hire into the public service.

2.20 The PSC launches the PSR campaign yearly to appoint recent graduates.[10] The campaign is developed in consultation with organizations to ensure that it is targeted to their recruitment needs for the upcoming year. Based on the anticipated reduction in recruitment forecasted by departments and agencies, the campaign was scaled down in 2012-2013. It lead to the appointment of 254 graduates who were successful in a PSR pool or inventory and were hired to a range of indeterminate and specified term positions across the public service.

[10] The PSR campaign does not represent the sole means through which recent graduates enter the public service.

Table 14: Post-secondary Recruitment program highlights, by fiscal year

	2010-2011	2011-2012	2012-2013
Number of applications	40 213	36 170	3 015[a]
Number of unique applicants	20 857	21 643	1 974[a]
Number of tests administered	35 070	30 950	939
Number of applicants hired	1 252	836	254

Source: Public Service Resourcing System, the Public Service Commission (PSC) Test Scoring and Results Reporting System and PSC hiring and staffing activities files

[a] Figures include applications and applicants from department-specific inventories from 2012-2013 campaign and exclude applications and applicants from general inventories which were, unlike previous years, extended from 2011-2012.

2.21 The Recruitment of Policy Leaders program, in place since 2005, recruits candidates from a wide variety of disciplines to fill middle- and senior-level policy positions in the Public Service of Canada. The unique and structured multi-stage selection process targets high-achieving professionals and graduates who have the potential to shape the future of Canada's public policy landscape. In 2012-2013, a total of 31 candidates qualified for the RPL program; 11 were appointed during the fiscal year, compared to 2011-2012, in which 43 candidates qualified and 18 were appointed.

Supporting departments and agencies in managing workforce reductions

2.22 In 2012-2013, the PSC supported departments and agencies in their workforce management efforts. The Treasury Board of Canada Secretariat has overall responsibility for managing WFA situations resulting from Spending Review 2012; however, the PSC has two specific roles with respect to WFA. First, it provides policy guidance and support to organizations in selecting employees for retention or lay-off. Second, it manages priority entitlements. Priority persons, including persons declared surplus, are eligible to be appointed, ahead of all others, to vacant positions in the public service, provided they meet the essential qualifications of those positions.

Selection for retention or lay-off

2.23 The public service approach to workforce reduction involves proactively redeploying employees who are displaced and allowing employees to leave voluntarily. When a selection among employees in similar positions is necessary, the PSC requires that this decision be based on merit and that the process be fair and transparent. The process for selecting those employees who are to be retained and those who are to be laid off on the basis of merit is referred to as Selection of Employees for Retention or Lay-off (SERLO).

2.24 In 2012-2013, many organizations applied the regulations and guide to SERLO for the first time. The PSC advanced a multi-phased strategy to support departments and agencies through their workforce reduction efforts, which included early outreach and guidance. Working with stakeholders who participated in the initial workforce reductions following Spending Review 2012, the PSC identified some early risks and collaborated with the Office of the Chief Human Resources Officer to develop and implement timely solutions to meet the evolving needs of departments and agencies.

2.25 The PSC provides ongoing strategic and tailored support to organizations that are managing SERLO processes. In 2012-2013, the PSC responded to 94 requests for interpretation and over 700 case-specific questions and participated in multiple sessions with departments and agencies to address organizational or regional needs. Assessment expertise was focused on helping departments and agencies develop a comprehensive approach to assessment and communication in the context of SERLO. This included the use of PSC assessment tools, conducting information sessions with employees and providing recommendations on how to share the results. The lessons learned from these activities are being incorporated into updates to the PSC's published guidance.

2.26 The PSC began evaluating the effectiveness of SERLO efforts. Questions were included in the Survey of Staffing to measure the perceptions of the fairness and effectiveness of the selection decisions in this context. The baseline survey included SERLO processes that were completed by September 30, 2012, encompassing the first six months of implementation of Spending Review 2012. The PSC also developed a SERLO Review Program that is being performed during the conduct of organizational audits, to provide specific insight into the areas that fall within the PSC's jurisdiction. This includes the assessment of the selection criteria, the documentation of the reasons for selection and the communication of the selection decision.

2.27 The PSC will continue to work with stakeholders to leverage lessons learned through consultation, analysis of the Survey results and the SERLO Review Program, and will report on the emerging patterns and trends.

Priority entitlements

2.28 Employees whose positions have been identified as surplus are given a priority for appointment ahead of other candidates, for either a limited or an indefinite period of time.[11] They are to be considered by hiring managers for positions that are being staffed and for which they may be qualified. The PSC's policy and support services were enhanced to facilitate the placement of as many persons with a priority for appointment as possible, as quickly as possible. The Priority Administration Program contributed to meeting the staffing needs of the public service while also ensuring the retention of valuable knowledge, skills and experience of its employees, in which the public service has already invested.

[11] Where the deputy head of an organization knows or can predict that indeterminate employment will be available for a surplus employee, the deputy head will provide a Guarantee of a Reasonable Job Offer. When it is not possible to predict employment availability, the employee will be given options, one of which being a time-limited (one-year) surplus priority entitlement to seek alternate employment in the public service.

2.29 **Refinements to the PSC's guidance** – The PSC amended the guidance it provided to departments and agencies to emphasize that persons with a priority for appointment must be considered before an appointment process is undertaken. This guidance provides a clear framework for a manager to meet the larger resourcing needs of the department or agency, and to re-integrate skilled and experienced employees who have been displaced by organizational changes.

2.30 **The PSC's Priority Administration Program** supports the referral and placement of persons with a priority for appointment in the public service, as outlined in the PSEA and the *Public Service Employment Regulations*. Under this legal framework, persons who meet specific conditions have a right, for a specified or indeterminate period of time, to be appointed to positions for which they are qualified (see Appendix 7 for a list of priority types). In addition to supporting the referral and placement of persons with a priority for appointment, the PSC has a legal responsibility to ensure that these entitlements are respected and that priority persons are appointed to vacant positions, if qualified.

2.31 **The Priority Information Management System** (PIMS) is an electronic system used to manage the referral and placement of priority persons. In 2012-2013, the PSC made significant enhancements to PIMS to accommodate the increased number of priority persons, which grew by more than 60% from 2011-2012, and to facilitate their placement in departments and agencies.

2.32 The update to PIMS ensures that priority persons receive immediate notification of their referral to vacant positions, along with the qualifications required for those positions. Once the priority person is assessed by the hiring department or agency, the results are sent simultaneously to the priority person, the home organization and the PSC. This increases access, fairness and transparency, as all parties receive the information at the same time.

2.33 PIMS was also enhanced to facilitate better matching of priority persons with job opportunities. The PSC refined and simplified the choices available to departments and agencies and to priority persons when entering information about their recent work experience and geographical mobility. This is intended to ensure more targeted referrals of priority persons, thereby allowing priority persons and hiring managers to focus on opportunities where there is a close match between the skills and personal circumstances of the priority person and the requirements of the position. These targeted referrals are expected to increase the likelihood of a successful placement.

2.34 One notable improvement to PIMS was the implementation of the Priority Portal in November 2012. The Portal provides "self-serve" access to PIMS by priority persons and enables them to play a central role in managing their own entitlement and search for employment opportunities. The Portal allows priority persons to enter, review and update their personal profile at any time, including on weekends and holidays.

2.35 To respond to the expected increase in the number of priority persons, the PSC realigned resources to improve support both to departments and agencies and to priority persons. Extensive collaboration and consultation with departments and agencies took place to determine and respond to organizational needs for advice and guidance. A Priority Administration Community of Practice was established as a forum for the PSC and departments and agencies to learn, raise issues of concern and share best practices. The PSC also established both a toll-free phone line and a dedicated e-mail account to improve priority persons' access to PSC staff.

Trends in Priority Administration

2.36 **Number of priority persons** – The total overall population of priority persons rose significantly over the fiscal year, increasing by 61.2% as of March 31, 2013. This brought the total number of active priority persons at year-end to 2 914 (see Appendix 2, Table 41).

2.37 **New registrations** increased by 76.7%, compared to the previous year (from 1 822 to 3 219). Of these new registrations, almost two thirds (63.7%) were persons with a surplus priority entitlement, representing an increase of 255.5% over the previous year (from 577 to 2 051).

2.38 The overall number of persons leaving the priority system increased from 1 611 in 2011-2012 to 2 115 in 2012-2013:

- 956 priority persons were appointed, a 17.4% increase;
- 409 entitlements expired, a 20.3% increase; and
- 136 priority persons retired or resigned, a 38.8% increase.

2.39 Indeterminate appointments require priority clearance from the PSC, meaning that available priority persons in the system must be considered before any appointment is made. Indeterminate hiring to the public service decreased by 63.0% in 2012-2013, and indeterminate staffing activities within the public service decreased by 29.0%.[12] There was a corresponding decline in organizational requests for priority clearance (16 999 in 2012-2013, compared to 28 847 the previous year). However, total appointments of priority persons increased over the previous fiscal year, from 814 to 956. The ratio of appointments of priority persons to requests for priority clearance doubled during this period.

2.40 The majority of priority appointments during the period (572, or 59.8% of the total) were to positions in the Administrative Services (AS), Clerical and Regulatory (CR) and Program Administration (PM) occupational groups — three of the groups most affected by WFA. Two thirds (66.5%) of appointments (all priority types) were to positions in the priority person's home organization.

Table 15: Surplus employees — New entitlements compared to appointments, by fiscal year

	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
New entitlements	107	422	226	577	2 051
Appointments	102	144	240	317	683

Source: Public Service Commission Priority Information Management System

[12] This number includes promotions, lateral and downward movements (including deployments) and acting appointments of employees who were already indeterminate.

Placement of priority persons with a surplus entitlement

2.41 In 2012-2013, the PSC saw a large increase in the number of new surplus entitlements (from 577 to 2 051) as a result of WFA. These surplus entitlements were for either an indefinite or a limited period of time (for further clarification, see the footnote in paragraph 2.28). There was a notable increase over previous years in surplus entitlements for a one-year period (1 243 of 2 051, or 60.6% of all surplus entitlements). A total of 683 persons with a surplus entitlement were appointed in 2012-2013, which represents 71.4% of all appointments of priority persons.

2.42 As of March 31, 2013, there were 759 employees with a one-year surplus entitlement registered in the system. In this situation, an employee who does not receive an indeterminate appointment within one year of their surplus entitlement period is laid off from the public service. While no longer a public service employee, the individual receives a one-year lay-off priority entitlement, which takes precedence over most other priority entitlements. This individual also has the right, during that final one year, to apply as a candidate for any staffing process open to employees. A peak period for this transition from the surplus to the lay-off priority entitlements is between August and November 2013.

Support for former Canadian Forces and Royal Canadian Mounted Police members

2.43 From 2008-2009 to 2011-2012, the appointment of Canadian Forces (CF) and Royal Canadian Mounted Police (RCMP) members who have been medically released has had the highest success in appointment rate of all priority groups (72.3%), ranging from 150 to just over 200 appointments annually. This demonstrates both the commitment of departments and agencies to place these former members, and the fact that these former members have the skills needed in the public service.

2.44 However, this situation changed in 2012-2013, when the overall number of appointments across the public service declined and the majority of priority appointments were of public servants whose jobs have been declared surplus, as these individuals have an entitlement to be appointed ahead of all others under the PSEA (see Appendix 7 for a list of priority types). This has had an impact on the appointments of former members who have been medically released. From April 1, 2012 to March 31, 2013, there were 30 appointments of CF members and 1 appointment of an RCMP member who were medically released, compared to a total of 158 appointments during the previous year (see Table 16 below).

2.45 The number of CF and RCMP members who were medically released entering the priority system in 2012-2013 also decreased significantly, from 206 to 68 (a drop of 67.0%). This continued the downward trend observed in the two previous years, following steady growth in the 2005-2006 to 2009-2010 period. The number of former members whose entitlements ended without appointment stayed roughly the same: 98 in 2011-2012 and 95 in 2012-2013.

2.46 We have been monitoring the situation closely, along with Veterans Affairs Canada, which has the overall responsibility for policy and programs for Canada's veterans. At their request, the PSC has provided options to address this issue for their consideration.

Table 16: Medically released former members of Canadian Forces and Royal Canadian Mounted Police — New entitlements compared to appointments, by fiscal year

	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
New entitlements	259	301	249	206	68
Appointments	205	215	154	158	31

Source: Public Service Commission Priority Information Management System

Innovation to support staffing modernization

2.47 The PSC, working closely with departments and agencies, is continuing to modernize staffing in the public service, from application to assessment to appointment. Policies, processes, tools and services are being established or enhanced to promote the effective engagement of job seekers, support department and agency HR advisors and ensure the quality of hires for managers.

2.48 **Expansion of e-testing, leveraging infrastructure to support departments and agencies and reduce costs –** E-testing refers to on-line assessments administered under supervised conditions at select computer facilities in the PSC or in other departments and agencies. The PSC continued to expand its e-testing capacity, with over 400 facilities now in place (a 33% increase from 2011-2012) and 1 500 certified public service employees qualified to administer e-tests (a 50% increase from 2011-2012). There has been a steady increase in on-line testing, which now represents 50% of all PSC tests administered (see Table 17). This is due in large part to the mandatory transition of Second Language Evaluation tests from paper and pencil to the on-line testing system by April 1, 2013. As a result of the implementation, the use of on-line tests is expected to increase in 2013-2014.

Table 17: Paper/pencil and on-line testing usage, by fiscal year

Type of tests	2008-2009 (%)	2009-2010 (%)	2010-2011 (%)	2011-2012 (%)	2012-2013 (%)
Paper/pencil tests	77.0	62.0	59.0	55.8	50.0
On-line tests	23.0	38.0	41.0	44.2	50.0

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2013

2.49 The expansion of e-testing capacity has enabled the development of innovative testing methods such as Computer-generated Testing (CGT). CGT enhances test security and reduces the risk of unauthorized access to test content, while drawing from a large bank of established questions to automatically generate different, equivalent test versions based on pre-established criteria. In 2012-2013, the PSC implemented CGT for its Second Language Test of Written Expression.

2.50 **Unsupervised Internet Tests** (UITs) assist departments and agencies in identifying qualified candidates early on in a staffing process. This faster, cost-effective method of assessment provides hiring managers with the ability to narrow the applicant field while meeting the advancing expectations of job seekers and the shift within departments and agencies to electronic platforms. The results of successful applicants are subsequently confirmed through testing in a supervised environment. As with the introduction of all new innovative technologies, the PSC continues to learn from advancements and challenges in order to identify best practices when using the tool. The PSC provided training sessions to departments and agencies, including outlining the appropriate times for the use of UITs within a selection process. Since their introduction in 2010, UITs focused on assessing cognitive skills have been taken by 37 000 job applicants.

2.51 In addition, the PSC offers unsupervised self-assessment tests for second language writing skills, which are seen only by the applicant. This allows them to assess their proficiency in their second official language prior to submitting their application. Used in over 750 staffing processes for bilingual positions, this UIT for second language writing skills increased the effectiveness and the efficiency of an appointment process by providing job applicants with a greater understanding of the position's language requirements. Results of this self-assessment are not considered in the appointment process, but provide useful information to candidates about their likelihood of meeting the official language requirements of the position. A candidate must obtain a supervised second language assessment prior to being appointed to a bilingual imperative position.

Cognitive ability test

In 2012-2013, the Canada Border Service Agency applied one of the Public Service Commission's cognitive ability unsupervised internet tests (UITs) to assess 3 090 applicants for their annual Officer Training Recruitment Campaign. Applicants took the UIT at a time and place of their own choosing, eliminating the need for travel during the initial stage of the application process.

The UIT allowed the agency to use a valid and efficient test to manage the high volume of candidates by identifying only the top candidates for further assessment.

UIT supports managers through the national area of selection policy, whereby postings are open to all Canadians, particularly when recruiting for entry-level positions that have high applicant levels. Hiring managers are able to set a pass mark to focus their attention on candidates with the highest potential, effectively and fairly reducing the number of applications that require further assessment.

2.52 In 2012-2013, the PSC continued to host organizational standardized e-tests on its On-line Testing Facility (OLTF), including new versions of the CF Aptitude Test, the RCMP's Police Aptitude Battery used for general recruitment and the Canada Revenue Agency's Taxation Centre Clerical Test and Situational Judgment Test for Managers. A total of 3 990 tests were administered using OLTF, eliminating the need for departments and agencies to duplicate the testing infrastructure and reducing printing and inventory control costs associated with traditional paper-and-pencil testing.

2.53 **Improvements to the Public Service Resourcing System** – The Public Service Resourcing System is the recruitment system accessed through the federal government's *jobs.gc.ca* Web site. Designed to process large volumes of applications and facilitate timely pre-screening of applicant qualifications, the system continues to be regularly updated to ensure that all Canadians can apply to job opportunities open to the public.

2.54 In 2012-2013, the system was enhanced, providing greater functionality to departments and agencies in the advertising process and reducing their administration time. Changes were also made to reduce potential security risks and privacy breaches and to improve communication and transparency with candidates. In conjunction with these improvements, a comprehensive training suite was made available to the HR community. A single Web site designed to accommodate all learning styles was launched and included e-training videos and relevant training guides.

CHAPTER 3

A non-partisan public service

Highlights

- In 2012-2013, employee awareness of their legal rights and responsibilities with respect to engaging in political activities continued to increase. Of employees who responded to the 2012 Survey of Staffing, 73% indicated being aware of their legal rights and responsibilities to a moderate or great extent, up from 57% in 2009, 63% in 2010 and 69% in 2011.
- In 2012-2013, the Public Service Commission (PSC) enhanced its communications initiatives and activities to further increase employees' awareness of their legal rights and responsibilities related to political activities.
    - On March 8, 2013, after testing and consultation, the PSC launched its revised Political Activities Self-Assessment Tool as a one-year pilot. The tool includes new questions, more examples of non-candidacy political activities from which to choose and an informative report with a more realistic rating.
    - On November 22, 2012, the PSC launched a Political Activities Quiz and continued to work with the Canada School of Public Service to add information in four leadership courses.
- As committed to in its 2011-2012 Annual Report, the PSC amended the *Political Activities Regulations* effective November 14, 2012. The Regulations now prescribe a time frame for the PSC to render a decision related to a request for candidacy permission of 30 days from the day it receives complete information. The Regulations also more clearly outline the elements that a request must contain.

3.1 The Preamble to the *Public Service Employment Act* (PSEA) recognizes that Canada will continue to benefit from a public service that is based on merit and non-partisanship and in which these values are independently safeguarded.

3.2 Under the PSEA, the Public Service Commission (PSC) has specific responsibilities in this respect. First and foremost, the PSC is responsible for ensuring that staffing appointments[13] under the PSEA are free from political influence.

3.3 Part 7 of the PSEA recognizes the right of public service employees to engage in political activities, while maintaining the principle of political impartiality in the public service.

3.4 The PSC administers the provisions of the PSEA related to political activities of employees and deputy heads. Specifically, the PSC plays three roles. First, it provides guidance to federal public servants regarding their legal rights and responsibilities related to political activities. Second, it renders decisions regarding permission and leave of absence without pay (LWOP), if applicable, for candidacy in federal, provincial, territorial (F/P/T) as well as municipal elections. Third, under the provisions of the PSEA, the PSC has exclusive authority to conduct investigations into allegations that employees or deputy heads have engaged in improper political activities. If the investigation establishes that there was improper political activity, the PSC may take any corrective action that it considers appropriate.[14]

3.5 Upholding the non-partisan nature of the public service is the responsibility of all public servants, whatever their level and duties. In particular, deputy heads play a leadership role in safeguarding non-partisanship as they oversee the conduct of their employees. The PSC, in collaboration with other stakeholders, plays a key role in ensuring that the public service remains non-partisan.

3.6 In its 2011-2012 Annual Report, the PSC committed to continuing to enhance communication and outreach initiatives throughout the year and to look for new and innovative ways to increase employees' understanding of their legal rights and responsibilities related to political activities. This chapter describes how the PSC worked to achieve this goal in 2012-2013.

Non-partisanship in staffing

3.7 A non-partisan public service is one in which appointments are based on merit and are free from political influence, and where public servants perform their duties, and are seen to perform their duties, in a politically impartial manner.

3.8 **Political influence in staffing –** Under the PSEA, the PSC has exclusive authority to investigate any allegations of political influence in staffing. Information on PSC investigations conducted in relation to political influence in staffing may be found in paragraph 4.62 of this report.

[13] This excludes Governor in Council (GIC) appointments, which are made by the Governor General on the advice of the Queen's Privy Council for Canada (i.e. the Cabinet), as well as appointments in the six organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees.

[14] If an allegation of improper political activity against a deputy head is substantiated, the Commission shall report its conclusion to the GIC, who may dismiss the deputy head.

3.9 **Mobility provision for former ministerial staff** – Ministerial staff are hired by ministers pursuant to section 128 of the PSEA. Prior to 2006, the PSEA provided certain ministerial staff with a priority entitlement for appointment. When the *Federal Accountability Act* received Royal Assent on December 12, 2006, it amended the PSEA repealing the section related to this entitlement and adding section 35.2. This new section allows that, after working as ministerial staff for three years, and once they have ceased in that capacity, such individuals can apply for up to one year to advertised internal appointment processes open to employees of the federal public service. After their eligibility period, they continue to have access to external job postings. The PSC confirms whether former ministerial staff meet the necessary criteria for mobility and provides those who do with electronic access to internal job postings throughout their eligibility period.

3.10 The appointment of former ministerial staff into public service positions, like all appointments to the public service, must respect merit.

3.11 Since 2006, the PSC has received a total of 28 requests to confirm eligibility for mobility, of which 19 were confirmed. In 2012-2013, the PSC continued to track these requests; however, the number is so small that reporting it could jeopardize personal privacy.

Political activities by public servants

3.12 **Overview of political activities** – The PSC is responsible for administering the political activities provisions set out in Part 7 of the PSEA. It provides advice and guidance to employees, departments and agencies about political activities and reviews requests for permission to run as a candidate in an election. The PSEA prohibits the PSC from delegating its authority for political activities to deputy heads and limits the political activity of deputy heads to voting.

3.13 The political activities provisions of the PSEA applied to 239 010 employees as of March 31, 2013. This includes deputy heads and employees in all departments and agencies to which the PSC has the authority to make appointments (193 562 employees[15]). They also apply to six other organizations whose enabling legislation stipulates that only the political activities provisions of the PSEA apply to their employees (including students only if the organization considers that they are employees), namely the Canada Revenue Agency, the Parks Canada, the Canadian Institutes of Health Research, the Financial Transactions and Reports Analysis Centre of Canada, the National Film Board of Canada and the Public Service Staffing Tribunal (45 448 employees[15]).

3.14 **Political candidacy** – For F/P/T elections (section 114 of the PSEA), an employee must request and obtain prior permission from the PSC to seek nomination as a candidate before or during the election period and to be a candidate before the election period. Additionally, they must request, and be granted, a LWOP to be a candidate during the election period. For municipal elections (section 115 of the PSEA), an employee must request and obtain prior permission from the PSC to seek nomination as a candidate, or to be a candidate, before or during the election period.

3.15 The PSC requires both sufficient information and time to consider each candidacy request on its own merit, taking into consideration factors such as the nature of the election, the nature of the employee's duties within the organizational context and the level and visibility of the employee's position.

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[15] Includes students, but does not include casual workers, as the latter are not subject to Part 7 of the PSEA.

3.16 The PSC will only grant permission if it is satisfied that seeking nomination as a candidate, or being a candidate, will not impair or be perceived as impairing the employee's ability to perform their duties in a politically impartial manner.

3.17 A public servant ceases to be an employee of the public service on the day on which they are elected in a F/P/T election.

3.18 **Review of requests –** In 2012-2013, a total of 65 new candidacy requests were submitted to the PSC. Table 18 provides an overview of the nature and status of the requests.

3.19 **Municipal elections –** In 2012-2013, fixed-date municipal elections were held in four provinces (New Brunswick, Saskatchewan, Nova Scotia and Prince Edward Island) and in the three territories. Municipal requests were received for New Brunswick, Saskatchewan, Nova Scotia and the Yukon. The PSC also received requests for upcoming elections or by-elections in five additional provinces (Alberta, British Columbia, Quebec, Newfoundland and Labrador and Ontario). No candidacy requests were received for municipal elections in Manitoba .

3.20 Municipal requests in 2012-2013 represented the majority of new candidacy requests received by the PSC (50 out of 65, or 76.9%).

3.21 The PSC may grant permission to seek nomination as a candidate, or to be a candidate, at the municipal level on the condition that the employee take a LWOP before or during the election period or, if elected, either take a LWOP for the duration of the mandate or cease to be an employee. Permission could also be conditional on operational arrangements, such as not dealing with constituent files or with suppliers or contractors in the municipality.

3.22 Of the 40 new municipal requests for which permission was granted, 12 were conditional on operational arrangements. In six other cases, permission granted was conditional on LWOP because of the nature of the employee's public service duties or the perceived risk to political impartiality due to the full-time commitment of the elected office. This full-time commitment was seen to raise the activity level, profile and visibility of a public service employee, no matter their level.

3.23 **Federal, provincial and territorial elections –** In 2012-2013, provincial elections were held in Alberta, British Columbia and Quebec. During this review period, requests were received from employees in British Columbia and Quebec, but none were received from Alberta. The PSC also received requests from Nova Scotia and Ontario.

Table 18: Status of requests (April 1, 2012 to March 31, 2013)

Level of election	Carried forward from 2011-2012 Decisions rendered in 2012-2013	New candidacy requests received in 2012-2013					
		Permission granted	Permission previously granted still applies	Permission not granted	Requests withdrawn prior to PSC review	Requests pending PSC review	Total 2012-2013 new candidacy requests
Federal	0	1	0	0	1	0	2
Provincial	1 (granted)	10[a]	0	1	2	0	13
Territorial	0	0	0	0	0	0	0
Municipal	4 (granted)	40	3[b]	0	3	4	50
Total	**5**	**51**	**3**	**1**	**6**	**4**	**65**

Source: Public Service Commission Internal Tracking System

[a] Two requests were from two employees already granted permission requesting a period of LWOP before the election period.

[b] Three requests were from three employees already granted permission, to review and analyze new public service duties to ensure that permission granted and associated conditions remained applicable.

3.24 **Amended *Political Activities Regulations*** – In its 2011-2012 Annual Report, the PSC committed to amending the *Political Activities Regulations* (the Regulations), which came into effect on November 14, 2012. This has improved the clarity and facilitated the application of the Regulations.

3.25 The Regulations now prescribe a time frame in which the PSC must render a decision of 30 days from the day it receives complete information related to a request for candidacy permission. The Regulations describe the process that employees must follow and the information that a request must contain. They also provide information on the format and time frame for submitting allegations of improper political activities.

3.26 The Senate and House of Commons Standing Joint Committee for the Scrutiny of Regulations confirmed that the amended Regulations have resolved its concerns by including this 30-day time frame for the PSC to render a decision.

Non-candidacy political activities

3.27 Part 7 of the PSEA recognizes that employees have a right to engage in any political activity while maintaining the principle of political impartiality in the public service.[16] Employees do not need permission from the PSC to undertake non-candidacy political activities such as "carrying on any activity in support of, within or in opposition to a political party" and "carrying on any activity in support of or in opposition to a candidate before or during an election period." However, employees are responsible for examining their specific circumstances to assess and make an informed decision about whether engaging in a given non-candidacy political activity would impair, or could be perceived as impairing, their ability to perform their duties in a politically impartial manner.

3.28 The PSC has a number of tools available, including a Political Activities Self-Assessment Tool (PA Tool) and a guidance document to help employees assess their own participation in non-candidacy political activities. In addition, the PSC encourages employees to discuss their specific circumstances with their manager, their department or agency Designated Political Activities Representative or the PSC.

3.29 **Status of the revised Political Activities Self-Assessment Tool –** In its 2011-2012 Annual Report, the PSC committed to reviewing the questions in the PA Tool to address concerns that it unduly discouraged public servants from engaging in political activities.

3.30 The revised PA Tool now includes new questions, including some on social media; more examples of non-candidacy political activities from which to choose; and an informative report with a more realistic rating that demonstrates the interplay between the factors examined.

3.31 After extensive testing with stakeholders, including bargaining agents, the revised PA Tool was launched as a one-year pilot on March 8, 2013. The anonymous user feedback questionnaire was also revised to assist in identifying any further possible amendments.

Awareness and outreach

3.32 **Level of awareness –** For the fourth year, the PSC's Survey of Staffing collected data on questions related to political activities, including employee participation in non-candidacy political activity and their degree of awareness of, and extent to which their organization keeps them informed of, their legal rights and responsibilities regarding political activities.

3.33 In 2012, the PSC added a question to the Survey specifically for managers, asking whether they felt able to answer questions and provide guidance to their employees regarding their engagement in political activities in support of, or in opposition to, a political party or candidate.

3.34 The Survey was sent to employees of departments and agencies that conduct their staffing in accordance with the PSEA and that had at least 350 employees on the last day of the reference period. The reference period for the 2012 Survey was from October 1, 2011, to September 30, 2012. The six organizations whose enabling legislation provides that the political activities provisions of the PSEA apply to their employees do not fall within the scope of the Survey.

[16] The PSEA limits the political activity of deputy heads to voting.

3.35 The 2012 Survey indicated that, during the reference period, 7% of employees engaged in at least one form of political activity other than voting or candidacy, such as fundraising for a political party or distributing campaign information for a candidate. This proportion increased from 5% in both 2009 and 2010 to 7% in 2011.

3.36 Over the years, employee awareness has continued to increase. This remains the case for the 2012 Survey. A total of 73% of employees indicated being aware of their legal rights and responsibilities to a moderate or great extent, up from 57% in 2009, 63% in 2010 and 69% in 2011. Over 95% of departments and agencies demonstrated an increase in their employees' level of awareness in 2012, up from 84% in 2011. The National Energy Board and Passport Canada showed the greatest increase of their employees' level of awareness, with 19 and 13 percentage point increases, respectively.

3.37 The 2012 Survey asked respondents to identify whether they were a manager or supervisor. Of those who responded that they were a manager or supervisor, 82% indicated being aware of their legal rights and responsibilities to a moderate or great extent, an increase from 78% in 2011. As well, 88% of these managers or supervisors indicated that they felt able to answer questions and provide guidance to their employees regarding their engagement in political activities.

3.38 The latest data from the 2012 Survey indicates that 65% of employees were informed by their respective departments and agencies about their legal rights and responsibilities with respect to political activities to a moderate or great extent. This represents an increase from 53% in the 2009 Survey and has remained steady since 2011 (66%). Employees were also asked to indicate all of the people or resources that they consulted concerning their legal rights and responsibilities with regard to participating in political activities. On-line and printed materials provided by the PSC continued to be the resources most frequently consulted by employees. This information will allow the PSC to continue focusing outreach initiatives in 2013-2014.

3.39 **Outreach activities** – In its 2011-2012 Annual Report, the PSC highlighted the importance of continuing to communicate information related to political activities to employees to increase their awareness of their legal rights and responsibilities.

3.40 To assist in increasing this awareness, the PSC developed a Political Activities Quiz. This on-line activity, launched in the fall of 2012, was developed to increase employee awareness in an interactive manner by responding to 10 multiple choice questions. By the end of the review period, 3 803 users had completed the quiz.

3.41 The PSC provided deputy heads and heads of human resources with information for distribution to employees regarding political activities. This included information on upcoming elections, the launch of the Political Activities Quiz and amendments to the Regulations. The PSC also liaised with provincial and municipal election authorities and associations to provide information about employees' legal rights and responsibilities related to political activities, for use in their publications and on their Web sites.

3.42 To enhance the community of practice related to political activities, the PSC expanded its Web 2.0 presence. The use of GCPedia and GCForums facilitated discussions on various topics and allowed for the sharing of information with department and agency Designated Political Activities Representatives.

3.43 In its 2011-2012 Annual Report, the PSC committed to continue working in partnership with the Canada School of Public Service (CSPS) to look at additional courses in their curriculum where political activities-related information could be added or enhanced. In 2012-2013, enhanced or new content related to political activities was added to four CSPS courses, including *Leadership through Values and Ethics, Leading for Results, Leading Strategically* and *Leading Scientific Teams.*

3.44 Although survey findings demonstrate an increase in the level of awareness related to political activities, the PSC will continue to look for innovative ways to enhance communication and outreach initiatives throughout 2013-2014.

Investigations into political activities of public servants

3.45 **Authority –** Under the PSEA, the Commission retains exclusive authority to conduct investigations into allegations that an employee has failed to comply with any of subsections 113(1), 114(1) to (3) and 115(1) of the PSEA, that is, that they engaged in improper political activity.

Table 19: Public Service Commission investigations into allegations of improper political activities

Number of active cases carried over from previous years	3
Number of requests received in 2012-2013	8
Total number of active cases in 2012-2013	11
Number of cases completed in 2012-2013	9
Number of cases discontinued after referral to investigation	0
Number of investigations unfounded	1
Number of investigations founded	3
Number of cases closed at intake[a]	5
Number of active cases remaining as of March 31, 2013	2

Source: Public Service Commission Investigations Management Information System

[a] Cases closed for reasons that include unreasonable grounds (4) and no possibility of corrective action (1).

3.46 Four investigations into allegations of improper political activity were completed in 2012-2013. In three cases, the allegations were founded; in the remaining case, the allegation was determined to be unfounded.

3.47 In two of the founded cases, the employees in question failed to seek permission and a LWOP from the Commission prior to seeking nomination, or running, as a candidate in an election. In the third founded case, the employee performed activities on behalf of a federal political candidate. The investigation determined that, in light of the employee's work description and of the testimony received in relation to the employee's duties, the activities performed could impair the employee's ability to perform their public service duties in a politically impartial manner.

3.48 **Corrective actions following founded investigations** – Following an investigation under section 118 of the PSEA, when employees fail to comply with any of subsections 113(1), 114(1) to (3) and 115(1), the Commission may take any corrective action that it considers appropriate. Corrective actions are determined on a case-by-case basis.

3.49 Since the coming into force of the PSEA in 2005, the Commission has ordered a range of corrective actions, including, but not limited to, the following: Recovery of pay; requirement to attend training; requirement to obtain the Commission's approval prior to returning from LWOP; or requirement to be placed on a LWOP.

3.50 Over the past three years, the Commission has ordered the following corrective actions:

Table 20: Corrective actions ordered for founded cases of improper political activity, by fiscal year

Corrective Action	2010-2011[a]	2011-2012	2012-2013	Total
Letter or letter of reprimand sent to deputy head and placed on employee file for two years	0	2	2	4
Values and ethics training	0	2	1	3
Recovery of pay	0	0	1	1

Source: Public Service Commission Investigations Management Information System

[a] Only one founded investigation pursuant to s.118 of the *Public Service Employment Act* for 2010-2011. The Commission did not order any corrective action in this case.

Relationship between the public service and the political sphere

3.51 The PSEA provides for a staffing system in which appointments are based on merit and are free from political influence, and where public servants perform, and are seen to perform, their duties in a politically impartial manner.

3.52 Although merit and non-partisanship constitute the foundation of a professional and non-partisan public service, they do not and cannot exist in a vacuum. As the PSC noted in previous Annual Reports, the clarity of the relationship between the public service and the political sphere is central to a non-partisan public service.

3.53 The PSC has taken careful note of recent instances where questions were raised in the public domain regarding interactions between the public service and the political sphere. In addition, in an environment where new forms of communication, particularly social media, are becoming increasingly used both as personal and professional tools, these interactions incur new challenges.

3.54 If roles and responsibilities are clearly delineated and understood, the relationship contributes to sustaining and reinforcing the non-partisan character of the public service.

3.55 In 2011, the Privy Council Office updated its *Accountable Government - A Guide for Ministers and Ministers of State*, which provides clarity about roles, responsibilities and expectations regarding the interaction between public servants, ministers and their exempt staff, as illustrated below:

- Public servants, reporting in a clear chain of command to the deputy minister, provide professional, non-partisan policy advice to Ministers and conduct departmental operations through the exercise of legal authorities flowing from the Minister.
- Ministerial "political" or "exempt" staff provide advice that can address the political aspects of the Minister's functions but do not play a role in departmental operations.
- Such a relationship requires that exempt staff in the Minister's office respect the non-partisanship of public servants and not seek to engage them in work that is outside their appropriate role.

3.56 It is vital that this guidance be accessible and understood at all levels. It is equally important that public service employees be equipped and supported in upholding the value of non-partisanship. Further dissemination and discussion related to the principles in this Guide can contribute to raising understanding at all levels, as well as the appropriate execution of roles and responsibilities by public servants, elected officials and their staff. In addition to the Guide, there are other instruments that support a non-partisan public service, including the *Values and Ethics Code for the Public Sector*, the *Policy on Conflict of Interest and Post-Employment* and the Employer's framework for discipline that governs standards of behaviour.

3.57 While the PSC has specific responsibilities and authorities in administering the political activities provisions of the PSEA, it is not alone in fostering and safeguarding the non-partisan nature of the public service. The PSC is committed to working in partnership with public service departments, agencies and employees at all levels. It is essential that all be alert and vigilant and play their part in ensuring that this vital characteristic of the Canadian democratic system endures.

3.58 In June 2013, the Clerk of the Privy Council launched Blueprint 2020. Blueprint 2020 sets out a vision for a high-performing public service that embraces innovation, transformation and continuous renewal, as well as an engagement process for determining how to realize that vision. Blueprint 2020 recognizes that there are certain fundamental aspects of the public service that must remain unchanged, one being its "professional and non-partisan" nature. The PSC urges all public servants to use the platform offered by the Blueprint 2020 process to engage in a dialogue on how to best maintain non-partisanship in the public service.

CHAPTER 4

Oversight: Monitoring, audits and investigations

Highlights

- The Public Service Commission (PSC) has established an oversight framework that provides information on the integrity of the staffing system by systematically examining the different parts of that system.
- Overall, results from these oversight activities indicate that most key elements of the staffing framework are in place. Organizational performance in staffing management continued to improve in 2012-2013. Also, most departments and agencies succeeded in demonstrating acceptable performance in five key areas that were assessed this year.
- However, some issues persist. These include strengthening the monitoring of appointment processes to determine areas for improvement to detect and correct errors in a timely manner; addressing how merit is documented in assessment processes; and the consistent consideration of priority persons for vacant positions.
- As the staffing system and capacity within delegated departments and agencies mature to meet requirements under the *Public Service Employment Act*, the PSC continues to refine how it undertakes oversight.
- The PSC conducted extensive consultations and began developing a new streamlined Staffing Management Accountability Framework that is intended to be more useful as an internal management tool for deputy heads and that will be introduced in 2013-2014.
- As the end of the current seven-year audit cycle nears, the PSC will be undertaking consultations and exploring options on adapting its approach to the conduct of audits of departments and agencies.
- The PSC has initiated an external panel review of its investigations function. The report and recommendations of the panel are expected mid-way through 2013-2014.

4.1 The Preamble to the *Public Service Employment* Act (PSEA) emphasizes the importance of both delegation and accountability in successfully implementing a flexible staffing environment. The Public Service Commission (PSC) is ultimately accountable to Parliament for the overall integrity of the staffing system and holds deputy heads accountable for the way in which delegated authorities are exercised in their organizations. As a result, both deputy heads and the PSC are responsible for the overall success of the staffing system.

4.2 The PSC has established an oversight framework that provides information on the integrity of the staffing system by systematically examining the different parts of that system. In addition to its regulatory authority and policy-setting function, this framework is comprised of three important feedback mechanisms: monitoring, audits and investigations.

4.3 The primary source of PSC monitoring is the Staffing Management Accountability Framework (SMAF). The SMAF sets out the PSC's expectations for a well-managed appointment system in a delegated organization, in keeping with the PSEA, and provides a framework for monitoring staffing performance at the organizational level. The PSC assesses organizational performance against the SMAF and provides annual feedback to deputy heads. The results of the PSC's ongoing monitoring, as well as internal monitoring by organizations, are other important sources of information to help deputy heads identify areas where action is required to improve performance. Monitoring of organizations also helps identify where further action may be required, including PSC intervention such as assistance from a PSC advisor, audits or investigations.

4.4 The PSC conducts audits to inform deputy heads and Parliament of whether, and how, appointments made across the federal public service respect merit. Audit results contribute to deputy heads' understanding of the staffing risks, controls and governance within their respective organizations. Where appropriate, recommendations are included in the audits to help organizations address issues and make improvements to their staffing practices. Audits also help the PSC meet its mandate to report on, and support, the integrity of the staffing system. Through a systematic approach, the audits further provide the PSC with information on staffing trends and issues, while contributing to system-wide learning and performance. Audits may also result in the identification of issues in appointment processes that warrant a PSC or organizational investigation.

4.5 Investigations comprise the third mechanism of PSC oversight. In order to protect merit and safeguard the integrity of appointment processes, the PSC conducts investigations into processes that may have included instances of error, omission, improper conduct, fraud or political influence. The PSC also conducts investigations into allegations of improper political activity by public servants in order to maintain political impartiality in the public service. In cases where PSC investigations are founded, the Commission may take any corrective action that it considers appropriate, which may include revoking an appointment or dismissing an employee, in cases of improper political activity.

4.6 Collectively, the integrated results of these three oversight mechanisms (monitoring, audits and investigations) allow the PSC to report to Parliament on the overall integrity of the staffing system, as well as provide feedback to deputy heads and promote learning about staffing practices to strengthen staffing performance. The PSC also uses these integrated oversight results to refine its policy framework and related guidance and to support delegated departments and agencies.

4.7 As the staffing system and capacity within delegated departments and agencies mature, the PSC continues to refine the way in which it undertakes oversight. The PSC is redesigning and streamlining the SMAF to make it a more effective and useful management tool for deputy heads and for the PSC. The PSC will also be undertaking consultations with various stakeholders and exploring options on new approaches for the conduct of audits of departments and agencies. Finally, the PSC investigations function is currently being independently reviewed to identify improvements, where necessary. The last section of this chapter provides additional details on these proposed innovations.

Monitoring

4.8 This year was an unusual year as a result of workforce adjustment (WFA) across the public service, and was a transition year while a new streamlined SMAF was developed. The PSC asked deputy heads to report on performance in five areas that are important and/or that present an ongoing risk to the overall integrity of the staffing system. Having five key areas allowed departments and agencies to focus on these important issues while, at the same time, enabling them to concentrate their efforts on WFA following Spending Review 2012.

4.9 These five key areas are:

- Management of priority entitlements;
- Organizational accountability for results;
- Official languages;
- Investigations into staffing; and
- Political activities.

4.10 The PSC relies on two distinct sources of information for its 81 assessments of the staffing performance of departments and agencies.[17] Deputy heads submit a self-assessment in the form of a Departmental Staffing Accountability Report, in which they report on their organization's performance and provide supporting documentation as evidence of progress that has been made in addressing specific areas identified by the PSC. In addition, the PSC generates and analyzes the information at its disposal, such as data on time to register and to assess priority persons referred to vacant positions, and incorporates the results of PSC audits and investigations in its assessment of performance. This section of the chapter reports on the performance of the 54 departments and agencies that have more than 100 employees.

[17] While Passport Canada and Foreign Affairs and International Trade Canada operated under one ADAI, they reported and were assessed separately, thus bringing the total number of departments and agencies assessed in 2012-2013 to 82.

Management of priority entitlements

4.11 In recognition of the increased number of persons with a priority for appointment in the public service as a result of WFA in Spending Review 2012, the PSC increased its expectations of departments and agencies for the effective management of priority entitlements. Organizations were expected to implement a governance structure, training on roles and responsibilities, support for priority persons and a systematic approach to requesting clearance to staff a position.

Top performers in the management of priority entitlements:

Agriculture and Agri-Food Canada demonstrated strong leadership across the public service by sharing its past experience on Priority Administration and its tools. It took innovative approaches by participating in career fairs and reaching out to organizations outside the core public administration to market priority persons for potential job opportunities.

Canadian Heritage also demonstrated strong leadership across the public service by sharing its past experience on Priority Administration and its tools. It was a front-runner in implementing a staffing approach to ensure that hiring managers consider priority persons before initiating any staffing process. It also required a justification to its Executive Committee if a priority person was not appointed during the workforce adjustment period. In addition, the department dedicated a front-line team comprised of human resources executives to ensure common direction on workforce adjustment and Priority Administration.

4.12 In addition, departments and agencies were expected to monitor a number of areas, including:

- Time to register priority persons in the Priority Information Management System, which is used to refer persons for vacant positions for which they may be qualified;
- Time to assess priority persons following their referral;
- Number of appointments of priority persons relative to all of the organization's indeterminate appointments; and
- Number of, and reasons for, clearance requests cancelled following the referral of priority persons.

4.13 Finally, departments and agencies were expected to take action as necessary on the results of the monitoring outlined above and on any of the planned actions to improve Priority Administration that they had previously committed to undertake.

4.14 As noted above, Agriculture and Agri-Food Canada and Canadian Heritage exceeded the PSC's expectations for acceptable performance in the management of priority entitlements. The vast majority of departments and agencies demonstrated acceptable performance.

4.15 Seven organizations have received feedback on improving their performance, including strengthening the analysis and actions taken further to the results of monitoring. This also includes more actively engaging managers and human resources (HR) advisors to help them understand their roles and responsibilities in considering and assessing priority persons, or supporting their own employees who are priority persons.

Noteworthy practices in the management of priority entitlements:

A number of departments and agencies undertook practices that are considered noteworthy, particularly during a period of workforce adjustment. These processes include:

- Proactively marketing opportunities for job exchanges (alternations) to employees, which effectively reduced the number of surplus priority persons (**Atlantic Canada Opportunities Agency**) and welcoming alternating employees from other organizations (**Atlantic Canada Opportunities Agency** and **Federal Economic Development Agency for Southern Ontario**);
- Assisting surplus priority persons in increasing their marketability and prospects for placement by providing them with temporary work assignments to enhance their experience, knowledge or competencies and using co-ordinators who solicit work assignment opportunities to match with surplus priority persons (**Statistics Canada**); and
- Continuing the implementation of a comprehensive workforce strategy for priority referral management, including processes and tools, and taking a leadership role within the staffing community by sharing its workforce management practices (**Public Works and Government Services Canada**).

Organizational accountability for results

4.16 Every year, the PSC provides each deputy head with an assessment of performance and feedback on areas of strength, opportunities for improvement or areas requiring attention. As a result of PSC audits, departments and agencies may also receive recommendations for the improvement of the framework, systems and practices that they have in place to manage their appointment activities and compliance with the legislation and regulations, the PSC Appointment Framework and their own organizational appointment policies.

4.17 Departments and agencies are expected to address any areas of concern that were identified by the PSC in previous years and to demonstrate improvement. The PSC supports these organizations by providing advice and guidance that is tailored to their needs and by sharing the best practices and approaches of other organizations.

4.18 The percentage of departments and agencies with acceptable performance with respect to either having no recommendations or implementing the PSC's recommendations was 80% (43 of 54 organizations) in 2012-2013, compared to 89% the previous year, 74% in 2010-2011 and 51% in 2009-2010.

4.19 In 2011-2012, a total of 34 of the 53 departments and agencies assessed received feedback from the PSC with recommendations or suggestions for improvement, including a number of organizations where the PSC conducted an audit. This year, 22 of these 34 organizations demonstrated that action had been taken and progress made in response to all of the PSC's recommendations. Seven organizations demonstrated improvement on at least half of the recommendations, while five organizations demonstrated improvement on fewer than half of the recommendations. The PSC is working with these organizations to enable them to improve their staffing management and performance.

Special mention:

Senior management at **Passport Canada** approached both the Public Service Commission (PSC)'s annual assessment of staffing performance and the audit conducted by the PSC as opportunities to benefit from independent feedback on the overall strength of their staffing management and performance. They also used the opportunity to promote continuous learning on the part of hiring managers and human resources (HR) advisors. In advance of the audit, for example, the organization worked closely with PSC staff to better understand areas of strength and areas for improvement in their staffing management framework and practices and took deliberate steps to adjust their practices and processes accordingly. Passport Canada engaged its hiring managers and HR advisors, as well as the PSC, in reflecting on the PSC's feedback on areas for improvement and on the audit recommendations and findings, and developing and implementing any necessary improvements. At the PSC's Symposium on Staffing Management in November 2012, Passport Canada shared its approach to using the PSC feedback as an organizational opportunity to learn and improve with other heads of HR and staffing advisors.

The **Office of the Information Commissioner of Canada** (OIC) has taken a deliberate systematic approach to assessing its follow-up in addressing the recommendations of its PSC audit in 2012. The OIC commissioned a follow-up audit by an independent third party to determine whether its actions to address the PSC's audit recommendations were improving staffing management and performance. The findings of the review were presented to the OIC's Internal Audit Committee, and the PSC was invited to attend and provide feedback.

4.20 Many of the recommendations for improvement were related to the monitoring of, and planning for, staffing, as was noted in the PSC's Annual Report last year.

4.21 **Monitoring** – As outlined in the Appointment Delegation and Accountability Instrument (ADAI) and the PSC Appointment Framework, departments and agencies are expected to have control mechanisms in place to monitor the appropriate exercise of delegated and sub-delegated appointment authorities. They must also ensure that staffing decisions comply with the legislation and with the PSC's Appointment Framework and the organization's own appointment policies on an ongoing basis. Departments and agencies are also required to monitor key staffing areas, such as acting appointments over 12 months, the appointment of casual workers to term or indeterminate status through non-advertised processes and the accuracy and completeness of staffing files.

4.22 This monitoring enables deputy heads and organizations to assess staffing management and performance related to appointments and appointment processes. Monitoring makes it possible to detect and correct issues as they arise, rather than relying solely on complaints, investigations or audits to identify issues. It also makes it possible to manage and minimize risk and to improve staffing performance.

4.23 In 2011-2012, a total of 48 departments and agencies were rated as acceptable, and 5 organizations had less than acceptable performance in terms of monitoring the exercise of sub-delegated appointment authorities and the compliance of staffing decisions and processes. Following feedback from the PSC, two of the five organizations took action and demonstrated improvement this year. Three organizations need to continue to improve their monitoring; the PSC will continue to work with those organizations toward this end.

4.24 In last year's Annual Report, the PSC reported that 13 out of 53 departments and agencies had less than acceptable performance in their monitoring of key staffing areas (seven received a rating of "attention required" in this regard). After responding to feedback from the PSC, 9 out of the 13 organizations demonstrated improvement; 4 organizations need to continue improving.

4.25 **Planning for staffing and assessing results –** Departments and agencies are expected to develop staffing plans and related strategies that describe staffing priorities and how and when they will be achieved. These staffing plans should be communicated to all employees, monitored and adjusted, when required.

4.26 In 2011-2012, a total of 40 departments and agencies were rated as "acceptable" in developing staffing plans and related strategies and in assessing the results of these staffing strategies against measurable expected results or performance indicators.

4.27 Eleven departments and agencies received a rating of less than acceptable in 2011-2012 with regard to developing staffing plans and related strategies. Almost all of these organizations had not set out measurable expected results or performance indicators. Following feedback from the PSC, 8 of the 11 organizations have taken action and have demonstrated improvement. The PSC will continue to work collaboratively with the three organizations that need to continue to improve their staffing strategies.

4.28 Last year, nine organizations had a less than acceptable performance in assessing the actual results of their staffing plans and related strategies. After acting on feedback from the PSC, five of the nine organizations have demonstrated improvement; four organizations need to continue improving.

Official languages

4.29 The PSC expects departments and agencies to resolve all outstanding cases of non-imperative appointments where the person does not meet the level of official language proficiency required for the position within the time periods prescribed by regulations. Most departments and agencies assessed had acceptable performance, except for five organizations that continued to have outstanding cases to be resolved. Additional information on official languages is provided in Chapter 1.

Investigations into staffing

4.30 The PSC expects departments and agencies to implement the Record of Decision for founded PSC investigations, and to manage in-house investigations and associated results. All departments and agencies assessed had acceptable performance except for two organizations that need to improve their response to investigation findings. Additional information on investigations into staffing is provided later in this chapter.

Political activities

4.31 The PSC expects departments and agencies to review the results from the Political Activities section of the Survey of Staffing and to take action to raise employees' awareness of their legal rights and responsibilities as public servants with regard to political activities. All except one organization assessed had an acceptable performance. Further information on political activities can be found in Chapter 3.

Audits

4.32 Audits provide information to departments, agencies and Parliament on the integrity of the staffing system. PSC audits are an important part of the feedback loop that underpins deputy heads' understanding of staffing risks, controls and governance within their own organization.

4.33 The PSC is in the fifth year of its seven-year cycle to audit all departments and agencies subject to the PSEA. A total of 47 organizational audits have been completed to date. To ensure a balanced view of staffing in the federal public service, throughout the audit cycle, a mix of departments and agencies, selected based on size and identified risks, are audited each year.

4.34 The Audit Plan for 2013, published in the PSC's 2011-2012 Annual Report, identified a total of 14 organizational audits and 2 follow-up audits. In 2012-2013, the PSC completed 12 organizational audits. Information on the Audit Plan for 2013-2014 and 2014-2015 can be found in Appendix 5.

4.35 The organizational audits conducted in 2012-2013 are published under a separate cover as a support document to the PSC Annual Report. The PSC audit reports for 2012-2013 include the following organizations: Registry of the Competition Tribunal; Canadian Intergovernmental Conference Secretariat; Patented Medicine Prices Review Board Canada; Office of the Commissioner for Federal Judicial Affairs Canada; Office of the Secretary to the Governor General; Canadian Transportation Agency; Canadian Environmental Assessment Agency; Canada School of Public Service; Public Service Commission of Canada; Department of Finance Canada; Industry Canada; and Department of National Defence.

4.36 As noted, the PSC itself was audited this year. Like all organizations under the PSEA that have a signed ADAI, the PSC is included in its own seven-year Audit Plan. A number of measures were put in place to mitigate possible conflicts of interest in the scope of the audit, the performance of the work and the communication of the results. These measures included:

- The President of the PSC, as the deputy head responsible for the management and operations of the PSC, removing herself from any discussion or governance around the conduct of the audit;
- The PSC Commissioners assuming the overall governance and oversight responsibility for the conduct of the audit;
- The establishment of an independent committee, made up of three senior public servants from outside the PSC with a range of experience in audit and HR, to provide feedback and advice to the Commissioners on the conduct of the audit;
- As a further measure to assure objectivity, the establishment of a contract with a private sector firm specializing in audits to independently review the quality of the audit; and
- A senior public servant from outside the Commission with experience in human resources participated in reviewing the action plan that the organization developed to address the audit observations and in the elaboration of recommendations to the Commission on whether or not to impose additional terms and conditions to delegation.

Audit observations

4.37 The objectives of each of the audits are to determine whether the organization has an appropriate framework, systems and practices in place to manage its appointment activities, and to determine whether appointments and appointment processes in the organization comply with the PSEA, the *Public Service Employment Regulations* (PSER), the PSC Appointment Framework and related organizational appointment policies.

4.38 Similar to the findings over previous years, the 2012-2013 audits found that most of the key elements of the appointment framework were in place. However, a number of observations and issues continue to be identified in current audits, as illustrated in the following section.

Observations on the appointment framework

4.39 **Organizational sub-delegation of authority** – This year's audits continue to find that most departments and agencies audited established sub-delegation instruments that were consistent with PSC requirements and identified the conditions that sub-delegated managers had to meet. However, some weaknesses were identified in the controls surrounding sub-delegation, such as maintaining an updated list of sub-delegated managers and ensuring that they have received the required training.

4.40 Effective controls help provide assurance to departments and agencies that conditions surrounding sub-delegation are respected. A well-managed sub-delegation instrument and process are important for organizations to ensure that sub-delegated managers meet the conditions of sub-delegation as established by the deputy head and that they are adequately trained to exercise their appointment-related authorities. The PSC will continue to work with departments and agencies to help them strengthen the controls put in place to ensure that conditions of sub-delegation of appointment authorities are respected.

4.41 **Planning for staffing** – This year's audits found that many departments and agencies continue to identify staffing strategies that support their staffing plans, and that these were communicated to employees. For many organizational audits this year, staffing activities dealt primarily with WFA as a result of Spending Review 2012. Generally, audits found that the results of staffing strategies were monitored and presented to senior management. However, the audits also found instances where monitoring had not taken place, where incorrect results were reported to management and where some strategies were not aligned with staffing priorities.

4.42 Planning for staffing is essential, as it can increase the efficiency of staffing and improve the transparency of staffing practices for employees. To assist departments and agencies in moving forward, the PSC will continue to work actively with organizations to strengthen their staffing plans and related strategies that set out measurable expected results or performance indicators and communicate these plans and related strategies to employees.

Noteworthy practices:

The **Canadian Environmental Assessment Agency** (the Agency) developed an Integrated Human Resources (HR) Plan for 2011-2014, which included staffing priorities. Each priority was supported by at least one staffing strategy. The PSC noted that the plan was developed in consultation with senior management and was approved by the HR committee. The PSC also found that the staffing strategies were communicated to all employees via the Agency's intranet site. The PSC found that the Agency monitored the results of its staffing strategies and conducted a variance analysis on planned versus actual staffing activities. The results of the variance analysis were presented to senior management.

4.43 **Monitoring of appointment processes** – This year's audits found that some departments and agencies had identified monitoring and control mechanisms to review appointment processes. However, similar to previous years, the audits continue to find issues with the implementation and application of this monitoring. In some instances, it was found that, although monitoring activities were undertaken, they were not carried out in a timely manner, or the implementation of the action plan showed limited progress on the issues identified.

4.44 Monitoring is a key business process that helps departments and agencies ensure that appointment decisions are compliant, detect and correct issues in a timely manner and support continuous improvement of staffing performance. The PSC has committed to developing additional guidance and providing assistance to departments and agencies to ensure that appropriate controls are implemented for the review of appointments, while taking into consideration the size of the organization.

Observations on compliance

4.45 As part of each audit, a sample, or, in some cases, a census of appointment processes or transactions made within the organization during the audit period is examined to determine whether the organization's appointment framework is appropriate and is working as intended.

4.46 **Merit** – For the most part, the test for compliance indicated that merit was respected; however, there were a few appointments for which merit was not met. The number of appointments for which merit could not be demonstrated once again remains significant.

4.47 The PSC has focused on analyzing instances where merit was not demonstrated. In a number of appointments examined, merit could not be demonstrated because the department or agency was unable to provide sufficient and appropriate documentation to support the appointment. In other instances, assessment tools did not evaluate all of the appointment criteria or were not correctly applied by the sub-delegated managers. Finally, in a few appointments audited, no assessment had been performed. In such instances, the PSC is unable to conclude whether or not merit was met.

4.48 Departments and agencies must ensure that they assess the essential — and any of the asset — criteria that are applied to the selection decision. The PSC expects managers to be able and ready to explain how they make selection decisions. The results of the assessment must be documented in the staffing file as the basis for the decision that the person to be appointed meets merit. To assist departments and agencies in documenting their appointment processes, the PSC will examine the factors that contribute to the systemic challenges with documentation of appointment decisions and, in consultation with sub-delegated managers and HR advisors, review its policies, guidance, staffing file templates and other tools, as well as the available training for HR advisors and sub-delegated managers.

4.49 **Consideration of priority entitlements** – The PSEA and the PSER provide an entitlement, for a limited period, for certain persons who meet specific conditions to be appointed in priority to others. As part of this year's audits, particular attention was paid to whether priority clearance was granted and priority persons considered, if applicable, in the appointments audited. It should be noted, however, that the scope of these audits largely preceded the implementation of measures by the PSC over the past year to strengthen the system and policies for priority entitlements and the Priority Administration Program.

4.50 The audits revealed that, in most cases, departments and agencies respected the requirements of the Priority Administration Program. However, in eight of the ten organizations where the PSC examined appointments[18], the PSC found situations where persons with a priority entitlement may not have received proper consideration. Overall, the PSC estimates that this is the case for 12% of all appointments[19] for which a priority clearance was required. For example, sub-delegated managers used a statement of merit criteria for priority persons that was more stringent than the one used to make the actual appointment decision. As a result, the PSC has included a recommendation to those deputy heads for whom concerns were identified in the audit of their organization.

4.51 The PSC continues to actively monitor to ensure that the legal entitlements are respected and that priority persons are appointed to vacant positions for which they are found qualified. The SMAF was also enhanced to encourage organizational monitoring of higher-risk areas and timely corrective action.

4.52 **Additional terms and conditions on delegation** – Depending on the conclusions drawn from an audit, the PSC may provide an organization with recommendations for improving its staffing practices and ensuring compliance with legislative, regulatory and policy requirements. Further, depending on the issues raised, the PSC may take additional action, including working collaboratively with the organization to address the issues or imposing additional terms and conditions on the delegation to these organizations.

4.53 The deputy heads of the departments and agencies audited this year have provided the PSC with an action plan in response to the audit recommendations. The PSC will monitor, through its regular monitoring activities, actions taken in follow-up to the audit recommendations, as applicable.

4.54 In lieu of imposing additional terms and conditions on a delegation, the PSC can also support departments and agencies by providing assistance and ongoing support in the implementation of their action plans. The PSC is developing an agreement with the Canada School of Public Service to provide ongoing advice and support in the implementation of its action plan, and will monitor progress on its implementation on a quarterly basis. The PSC will also provide advice and guidance to the Canadian Intergovernmental Conference Secretariat in implementing several elements of its action plan, and will monitor its implementation on a quarterly basis. In addition, the PSC will monitor the implementation of the Office of the Secretary to the Governor General's action plan on a quarterly basis.

4.55 Given the actions that organizations have committed to take in response to the audit findings and recommendations, the Commission has decided not to impose additional terms and conditions to delegation this year. A list of departments and agencies operating with additional terms and conditions to delegation imposed in previous years is provided in Appendix 4.

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[18] Ten of the twelve organizational audits examined appointments including priority consideration.

[19] Combining data from multiple audits requires adjusting for the fact that entities vary greatly in the number of appointments they perform each year. These adjusted performance measures are weighted to reflect the overall performance across all entities combined.

Investigations

4.56 As a component of oversight, PSC investigations play an important role in the Commission's accountability to Parliament by helping safeguard the integrity of appointments and oversee the political impartiality of the federal public service.

4.57 **Authority of the Commission** – Part 5 of the PSEA provides the Commission with the power to conduct investigations into appointment processes. This includes:

- Section 66: Merit and errors, omission or improper conduct in external appointment processes;
- Subsections 67(1) and (2): Errors, omission or improper conduct in internal appointment processes at the request of a deputy head, or for non-delegated appointments;
- Section 68: Suspicion of political influence in any appointment process; and
- Section 69: Suspicion of fraud in any appointment process.

4.58 **Volume of investigations** – As indicated in Table 21, the PSC's Investigations Branch received 183 new requests to investigate appointment processes in 2012-2013. This is significantly lower than the 596 new files received in 2011-2012 and the 516 received in 2010-2011. This occurred in the context of the overall decrease in hiring and staffing activities within the federal public service for 2012-2013.

Table 21: Public Service Commission investigations into appointment processes[a]

	Section 66 External appointments	Subsection 67(2) Internal appointments – delegation	Section 68 Political influence	Section 69 Fraud	Other sections or subsections of the PSEA[b]	Total
Number of active cases carried over from previous years	42	5	10	49	20	**126**
Number of requests received in 2012-2013	110	10	2	34	27	**183**
Total number of active cases in 2012-2013	152	15	12	83	47	**309**
Number of cases completed in 2012-2013	108	6	11	64	39	**228**
Number of cases closed at intake[c]	83	0	1	5	37	**126**
Number of cases discontinued	2	0	0	6	0	**8**
Number of cases resolved through Early Intervention[d]	1	N/A	N/A	N/A	N/A	**1**
Number of investigations unfounded	8	1	10	28	2	**49**
Number of investigations founded	14	5	0	25	0	**44**
Number of active cases remaining as of March 31, 2013	44	9	1	19	8	**81**

Source: Public Service Commission Investigations Management Information System

[a] It is possible for files to be opened under one section of the *Public Service Employment Act* (PSEA) but later be investigated under another.

[b] These other sections include section 17, subsections 67(1) and 15(3), internal appointments and cases that do not clearly fall into a specific category (other).

[c] Cases closed for reasons that include no mandate, no possibility of corrective action or other policy or regulatory considerations.

[d] Early Intervention is not offered other than for cases under section 66 of the PSEA.

Investigations under specific authorities

4.59 **Section 66: External appointment processes (merit, error, omission or improper conduct) –** Continuing a long-standing trend, the largest percentage of investigation files received were related to whether merit was met or whether errors, omission or improper conduct occurred in an external appointment process. However, for the first time, during this period, fewer files were the subject of a full investigation under this section of the PSEA than under section 69 (fraud).

4.60 A total of 14 files resulted in founded investigations under section 66 in 2012-2013. Corrective actions ranged from training to revocation of an appointment. Revocation was ordered in two instances. Other forms of corrective action ordered included reassessment of a candidate, suspension of sub-delegated appointment authorities and training in staffing, values and ethics or in WFA requirements.

Case summary 1 (under section 66):

Improper conduct: Tailoring of a linguistic profile

Errors: Failure to request a new priority clearance; failure to assess a candidate against the official language proficiency; appointment not made in accordance with merit

This file was identified through a Public Service Commission audit, and the resulting investigation was conducted under section 66 of the *Public Service Employment Act*. The purpose of the investigation was to determine whether a specified period appointment made as a result of an external non-advertised appointment process was made on the basis of merit and whether an error, omission or improper conduct affected the selection of the person appointed.

The evidence gathered showed that the appointment was the result of improper conduct on the part of the human resources (HR) advisor, as well as on the part of the sub-delegated manager. The HR advisor tailored the linguistic profile of the position to reflect the candidate's language profile, for both the initial appointment and an extension. The sub-delegated manager signed the letter of offer, knowing that the language profile of the appointee differed from that of the position.

In addition, the evidence showed that the HR advisor and sub-delegated manager made errors that affected the selection of the person appointed when they failed to assess the candidate against the official language proficiency for the position. A further error was made when the HR advisor failed to request a new priority clearance after changing the language profile of the position. It was therefore determined that the appointment was not made on the basis of merit.

Corrective actions required that the HR advisor undertake values and ethics training as well as staffing training. No corrective action was ordered for the sub-delegated manager, as this individual was no longer in the workplace and had ultimately retired.

4.61 **Subsection 67(2): Investigations on behalf of an organization** – Under this section of the PSEA, the PSC continues to offer its experience and expertise to departments and agencies by offering to conduct investigations on their behalf where the issues fall under the sub-delegated authority of the deputy head and where it is their responsibility to investigate before revoking an appointment. In this fiscal year, six investigations were completed by the PSC on behalf of organizations; in five cases, the allegations were founded. Investigation reports and recommended corrective actions were provided to deputy heads for further action.

4.62 **Section 68: Political influence** – This section of the PSEA provides the Commission with the authority to investigate allegations of political influence in appointment processes. These investigations are an important tool to help ensure that political impartiality is respected in the system. In 2012-2013, the PSC completed 10 investigations into allegations of political influence in appointment processes. None of these investigations resulted in findings of political influence.

4.63 **Section 69: Fraud** – As reported in paragraph 4.59, the PSC completed more fraud investigations than investigations into error, omission or improper conduct this fiscal year. A total of 53 investigations were completed during this period, of which 25 were determined to be founded and 28 were determined to be unfounded.

4.64 As in previous years, the types of fraud files investigated included instances where individuals provided false educational or professional credentials in relation to their background, falsified or altered documentation such as language test results, cheated or copied responses during an assessment process or failed to disclose personal relationships within the context of an appointment process.

4.65 Allegations of fraud are very low in the context of the number of appointment processes conducted every year within the federal public service. That being said, the Commission has the sole jurisdiction to investigate incidences of fraud in appointment processes. It is the expectation of the Commission that, should departments and agencies have reason to believe that fraud may have occurred in an appointment process, they refer such matters to the PSC Investigations Branch, even in instances where the process did not result in an appointment. This allows the Commission to help ensure the overall integrity of the system.

Case summary 2 (under section 69):

Fraud: Providing a falsified medical certificate

The purpose of this investigation was to determine whether a candidate committed fraud in an internal appointment process by providing a falsified medical certificate.

In this process, a portion of the assessment was comprised of a take-home exam. The candidate requested that the manager of the process send the take-home exam to the candidate's work e-mail; however, an out-of-office automatic reply was received from the candidate's e-mail address upon transmission of the exam. After receiving a request from the candidate for a second opportunity to write the exam, the human resources (HR) advisor informed the candidate that they would require a medical note and the name and contact information of the candidate's manager to confirm the candidate's absence. Due to contradictory information received, the HR advisor contacted the medical centre to verify the validity of the certificate and subsequently referred the file to the Investigations Branch of the Public Service Commission.

Evidence gathered during the investigation revealed that the candidate had submitted a leave request for the day of the exam two weeks after the fact, and that no leave requests were submitted for the remaining period indicated on the medical certificate. Furthermore, although the candidate claimed to have gone to the clinic on the day of the exam, and although the date on the medical certificate coincided with the date of the exam, the date appearing under the doctor's signature was actually three days following the exam date. The doctor who issued the certificate was interviewed and testified that the dates on the medical certificate had been changed. In fact, the doctor was not working on the date of the exam, nor on the day on which the certificate was apparently signed. Additionally, there were no records of a visit from the candidate to the medical clinic on the dates in question. The candidate admitted to manipulating the original certificate by removing the original printed label and writing their name manually. Based on the balance of probabilities, the investigation determined that the candidate committed fraud in the appointment process by providing a falsified medical certificate in order to get a second chance to write the exam rather than being eliminated from the process.

Corrective actions required that the candidate undertake values and ethics training and obtain the Commission's written approval before accepting any position or work within the federal public service, for a period of three years.

Case summary 3 (under section 69):

Fraud: Candidate falsely submitting and pretending to have a university degree in three appointment processes; importance of verifying and validating education criteria

These investigations were conducted pursuant to section 69 of the PSEA to determine whether the candidate committed fraud by falsely submitting, and pretending to have, a university degree in the course of three internal appointment processes.

The candidate was first appointed to a senior officer position and was later appointed to a management position within another organization. The education criteria for both positions required a degree from a recognized university in line with the qualification standards established by the Treasury Board of Canada Secretariat (TBS) for positions in that occupational group. The candidate's résumé in both staffing files indicated that they possessed a Bachelor's degree from a Canadian university, corresponding to the TBS qualifications standards.

A few years later, the candidate applied to another internal appointment process and indicated being a university graduate with an undergraduate degree. The candidate was asked for, and provided, an electronic version of a diploma that appeared to be from a second Canadian university. After verification, the department was informed by the university that it had no record of that individual. The department then eliminated the candidate from the appointment process and referred the file to the Public Service Commission.

The evidence gathered during the investigation demonstrated that neither university in question had an academic record of this individual, and that the candidate had not graduated with a degree. Considering the candidate's occupation, it is reasonable to believe that there was an awareness of the minimum education requirement established by TBS for positions in the specific occupational group. The evidence demonstrated, on the balance of probabilities, that the candidate committed fraud by purporting to have a university degree that they did not possess in order to be considered for appointments.

Corrective actions included:

- The revocation of the individual's appointment;
- The requirement that the individual obtain the Commission's approval before accepting any new position within the federal public service within a prescribed time frame;
- The revocation of appointment if the candidate accepts a term, acting or indeterminate appointment within the federal public service without having first obtained the Commission's approval; and
- That a letter be sent to the deputy head with a copy of the Investigation Report and Record of Decision, should the candidate obtain work through casual employment, temporary help agency or student program within the federal public service without first notifying the Commission.

4.66 **Corrective actions following founded investigations** – In cases of founded investigations conducted under the PSEA, the Commission may take any corrective action that it considers appropriate, up to revocation of the appointment. Corrective actions are determined on a case-by-case basis. Some examples of corrective actions taken since the PSEA was introduced include revocations, reassessment, mandatory training and removal of staffing sub-delegation, as well as the requirement for individuals to request the Commission's permission before accepting any position within the federal public service for a specified period.

4.67 In 2012-2013, corrective actions following founded fraud investigations included the revocation of seven appointments, plus a further instance where a candidate was removed from a process and their assessment results invalidated. In addition, some individuals were required to seek permission from the PSC prior to accepting any work within the federal public service for periods of one to four years; training was ordered for managers and staff; and appointment-related authorities, or the right to exercise duties related to staffing, were suspended.

4.68 Table 22 is a breakdown of corrective actions ordered by the Commission during the last three years:

Table 22: Corrective actions ordered for founded cases related to appointment processes, by fiscal year

Corrective Action	2010-2011	2011-2012	2012-2013	Total
Revocation of appointment	3	8	9	**20**
Allow Section 73 appointment[a]	2	7	1	**10**
Candidate removed from process	8	3	1	**12**
Reassessment	11	4	2	**17**
Exam results invalidated	0	0	1	**1**
Delegation removed for 1 year	0	1	0	**1**
Delegation removed until training completed	1	1	0	**2**
Can't be sole member of an evaluation committee for 1 year	1	0	0	**1**
Can't exercise any responsibilities regarding any appointment process or staffing for 1 year	0	2	0	**2**
Unable to exercise any responsibilities regarding any appointment process or staffing for 3 years	1	0	1	**2**
Unable to exercise any responsibilities regarding any appointment process or staffing for 5 years	0	1	1	**2**
Deputy head not sub-delegate any appointment related authorities to the individual for 3 years	1	0	3	**4**
Deputy head not sub-delegate any appointment related authorities to the individual for 5 years	0	1	1	**2**
1-year permission clause[b]	0	57	6	**63**
3-year permission clause[b]	17	10	15	**42**
4-year permission clause[b]	0	0	1	**1**
Staffing training	3	10	8	**21**
Values and ethics training	19	8	13	**40**
Workforce adjustment training	0	0	2	**2**
Investigation report and Record of Decision sent to the Royal Canadian Mounted Police pursuant to s.133 of PSEA	17	8	4	**29**
Investigation report and Record of Decision sent to deputy head	0	44	3	**47**

[a] Section 73 allows for a person to be appointed to another position for which they meet the essential qualifications, following revocation of their appointment pursuant to an investigation conducted under sections 66 to 69.

[b] The requirement to obtain the Commission's written approval before accepting any position or work within the federal public service for a specific period.

4.69 **Disclosure of investigation summaries** – The Commission may use its authority under section 19 of the *Public Service Employment Regulations* and section 14 of the *Political Activities Regulations* to disclose personal information obtained in the course of an investigation, if it determines that the public interest in disclosure outweighs the privacy interests of the individual. Summaries of investigations posted during the reporting period can be found at www.psc-cfp.gc.ca. In addition, the Commission produces anonymous summaries of selected investigations and posts these periodically throughout the year.

4.70 **Deputy head investigations** – The results of staffing investigations by deputy heads provide insight into the PSC's assessment of merit. Departments and agencies report their results as part of the PSC's annual monitoring exercise. In 2012-2013, a total of 15 organizations completed 98 investigations, which is down from 115 investigations the previous year. As reported in the previous two years, a large proportion of these investigations (63) related to National Defence, which proactively initiates formal deputy head investigations whenever one of its appointment processes is the subject of a complaint to the Public Service Staffing Tribunal. The PSC supports organizations' efforts to monitor the results of their staffing activity through the use of deputy head investigations into staffing. The PSC notes that, since it began tracking these results six years ago, about 65% of departments and agencies have reported undertaking such investigations on at least one occasion. This suggests that organizations increasingly recognize the importance of these investigations.

Looking to the future

4.71 **Enhanced guidance and support to organizations** – Over the past year, the PSC has realigned resources to continue to improve the guidance and support it provides to departments and agencies on its expectations and to enable the effective sub-delegation and management of staffing. For example:

- The PSC consulted with stakeholders and began work on redesigning the Appointment Delegation and Accountability Instrument (ADAI) to more clearly articulate the terms and conditions of delegation and the expectations for effective staffing management, for introduction in 2013-2014;
- The PSC conducted extensive consultations and began developing a new streamlined Staffing Management Accountability Framework (SMAF) that is intended to be more useful as an internal management tool to deputy heads and the PSC and that will be introduced in 2013-2014;
- All departments and agencies audited by the PSC receive assistance in the development of action plans to address the findings and recommendations of the audits. This support helps organizations prioritize the action to be taken and ensures that they have access to advice and support from the PSC in responding to audit results; and
- Dedicated resources have been assigned to provide assistance to seven organizations to support them in responding to concerns following audits, investigations or other oversight activity. This guidance includes developing staffing management frameworks, policies and monitoring mechanisms, reviewing and providing advice on sub-delegation instruments and identifying information and training requirements.

4.72 **Evolution of audit approaches –** The PSC is nearing the completion of its seven-year audit cycle of all departments and agencies under the PSEA. In addition, audit findings demonstrate that many departments and agencies have now put in place the appropriate systems and practices to implement the PSEA. The PSC is taking stock of these factors and is in the process of evolving its approach and methodology to the conduct of audits. The PSC will be undertaking consultations with key stakeholders with a view to adapting and developing a more risk-based approach. This adapted approach would continue to support system-wide learning and provide assurance to Parliament on the integrity of the staffing system, as well as ensure useful and timely feedback to departments and agencies.

4.73 Further, given that the nature, size and scope of most small and micro agencies differs from that of larger departments and agencies in the federal government, the approach to auditing organizations cannot always be one-size-fits-all. Small and micro organizations often have few employees and undertake very low volumes of appointment activities. Given their size, it can be challenging for such organizations to meet reporting and other oversight requirements. A review is planned to help ensure that the PSC audit methodology is adapted to the size and the level of risk associated with small and micro organizations. In the evolution of its audit approach, the PSC will be engaging departments and agencies in this regard to balance the need for oversight and the capacity of these organizations.

4.74 **PSC Investigations –** The PSC investigation function is currently being reviewed by a panel of external experts. The objective of the review is to examine investigations processes and procedures and to recommend improvements, where necessary.

APPENDICES

Appendix 1

Staffing Management Accountability Framework

Assessment objectives, scope and methodology

The Staffing Management Accountability Framework (SMAF) assessment has a number of mutually reinforcing objectives. These are as follows:

- Helping organizations to improve human resources (HR) processes and outcomes by measuring progress against the objectives in the SMAF and providing detailed feedback and guidance throughout the year;
- In combination with other Public Service Commission oversight activities (e.g. audits, and investigations), providing Parliament with an annual global assessment of the health of the public service staffing system; and
- Contributing to assessments conducted by the Treasury Board of Canada Secretariat (the Management Accountability Framework, or MAF) and the Committee of Senior Officials.

In 2012-2013, the PSC performed 81 assessments of the staffing performance of 84 organizations.[20] The PSC's assessment of the performance of the public service staffing system is based on the results from 54 small, medium and large organizations.[21] Assessment results for micro organizations are not presented, as these organizations account for 0.5% of the public service population covered by ADAIs and 0.5% of the staffing activity.

The PSC relies on two distinct sources of information to complete these assessments. Deputy heads submit a self-assessment in the format of a Departmental Staffing Assessment Report (DSAR) in which they report on their organization's performance and provide supporting documentation as evidence of progress that has been made in addressing specific areas identified by the PSC. In addition, the PSC generates and analyzes the information at its disposal, such as data on time to register and time to assess priority persons referred to vacant positions, and incorporates the results of PSC audits and investigations in its assessment of performance.

[20] While Passport Canada and Foreign Affairs and International Trade Canada operated under one ADAI, they reported and were assessed separately, thus bringing the total number of departments and agencies assessed in 2012-2013 to 82.

[21] Of these 54 organizations, 24 were classified as "large" (over 2 000 employees) and represented 90% of the PSEA population. Of the remaining organizations, 15 were classified as "medium" (500 to 1 999 employees) and 15 as "small" (100 to 499 employees).

Staffing Management Accountability Framework

Key change areas	Intended effects: Progress with key success factors		Intended effects: Progress in improved short-term outcomes
	Delegation of staffing to deputy heads	**Planning for staffing and monitoring of results**	**Results: Flexibility and efficiency**
Detailed ongoing lead performance indicators of long-run success	• Mechanisms in place to ensure that sub-delegated managers comply with their sub-delegated authorities • Staffing Management Accountability Framework ensures monitoring of key staffing areas • Appointment policies are current	• Staffing strategies support organizational staffing priorities and align with current and future needs • Extent to which expected results for staffing are assessed; adjustments are made as required	• Managers' satisfaction with flexibility to carry out staffing processes in an efficient manner • Length of time for hiring process • Candidates' satisfaction regarding duration of appointment process
	Organizational HR support	**Organizational accountability for results**	**Results: Effectiveness and adherence to staffing values**
	• Managers' satisfaction with quality of overall staffing services • PE capacity: (a) PEs by population base; and (b) PEs by volume of staffing • Participation in continuous learning by staffing advisors	• Staffing performance deficiencies identified in feedback from the PSC are corrected in a timely fashion	• Merit • Non-partisanship • Representativeness • Access • Fairness • Transparency

Assessed in 2012-2013

Staffing Management Accountability Framework *(cont'd)*
Effectiveness and adherence to guiding values

Effectiveness/Values		
Merit	**Non-partisanship**	**Representativeness**
• Managers' satisfaction with quality of hires • Official language qualifications in staffing • Candidates' perceptions of whether they were assessed for actual job requirements of the position • Candidates' perceptions of whether the posted qualifications and criteria for positions are bias-free and barrier-free • Investigations into staffing: a) PSC b) In-house • Candidates' perceptions on whether the people hired in the work unit can do the job	• Respondents' perceptions on their level of awareness of their legal rights and responsibilities as a public servant, regarding political activities	• Staffing-related provisions or initiatives to increase representativeness
Access	**Fairness**	**Transparency**
• Percentage of external appointments that are non-advertised: a) Non-EX group b) EX group • Percentage of internal appointments that are non-advertised: a) Non-EX group b) EX group	• Candidates' perceptions of the fairness of the assessment process • Percentage of acting appointments with subsequent indeterminate appointment at the same occupational group and level within the same organization • Percentage of indeterminate hires coming from casual and term positions within the same organization • Candidates' perceptions of whether staffing processes to select employees for the work unit are done fairly • Organizations effectively manage priority entitlements	• Organizational staffing priorities and strategies are communicated on organizations' Web sites, and contents are clearly communicated to managers, employees and employees' representatives, where applicable • Candidates' perceptions of openness and transparency in internal staffing

Assessed in 2012-2013

Appendix 2

Information about the statistical tables

More detailed Annual Report data are available electronically at www.psc-cfp.gc.ca.

Due to rounding, figures in the Annual Report may not add up to the totals.

Hiring and staffing activities

Hiring activities refers to indeterminate and specified term appointments to the public service, the hiring of casuals as per subsection 50(1) of the *Public Service Employment Act* (PSEA) and the hiring of students under the *Student Employment Programs Exclusion Approval Order*. Indeterminate and specified term appointments to the public service include appointments from the general public, including former casuals, students and employees of government organizations that are not subject to the PSEA.

Staffing activities within the public service include all promotions, lateral and downward movements and acting appointments of indeterminate and specified term employees. Deployments of employees within or between organizations that are subject to the PSEA are counted in lateral and downward movements.

Hiring and staffing activities data are derived from information received from the Treasury Board of Canada Secretariat (TBS) Incumbent File. This file is extracted from the Public Works and Government Services Canada (PWGSC) pay system. The Public Service Commission (PSC) has developed a series of algorithms that are used to produce the PSC's official record of hiring and staffing activities across the federal public service, based on pay records submitted by organizations. Recruitment data for the Recruitment of Policy Leaders Program and the Post-secondary Recruitment Program (PSR) are based on individuals who have applied to these programs through the PSC's Public Service Resourcing System (PSRS) in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities file covering the current fiscal year.

Population

Population data refers to the number of active employees in organizations under the exclusive appointment authority of the PSC (employees of organizations named in the *Financial Administration Act* — Schedule I, most of Schedule IV and some agencies in Schedule V). This differs from numbers reported by TBS that reflect employment in organizations under the *Public Service Staff Relations Act*. In addition, a number of separate agencies are subject to Part 7 of the PSEA, which administers the political activities of public servants. They are excluded from statistics presented in the Annual Report. The population count represents the number of employees at a specific point in time.

Population data are derived from the TBS Incumbent File. This file is extracted from the PWGSC pay system.

Priority Administration

Priority Administration data refers to information on the number of priority entitlements registered with the PSC, the number of placements of priority persons and the number of removals for other reasons, by priority type.

This information is taken from the PSC's Priority Information Management System (PIMS). PIMS is the PSC's Web-based tool where organizations register their persons who have priority entitlement and that organizations must search when conducting an appointment process.

Applicant data

Applicant data refers to information on selected characteristics (e.g. geographical area and educational profile) for applicants to externally advertised processes, via the Post-secondary Recruitment Program, the Federal Student Work Experience Program and general external recruitment advertisements of departments and agencies.

This information is captured through the PSRS each time an application is submitted. An applicant may be represented more than once in a table if they have submitted an application for more than one position.

Employment equity

Appointments to the public service

In 2012-2013, the PSC and the Office of the Chief Human Resources Officer worked together to address a long-standing issue of different methodologies used within the public service to report employment equity (EE) information to Parliament. To address this issue, a common methodology was developed that will ensure consistent reporting of EE data across the federal public service. This new methodology will improve the quality and completeness of information on designated groups, in addition to improving efficiencies by which departments and agencies will obtain and report on EE data. This methodology is consistent with the measure of designated group representation in the population used by TBS. Due to the fact that this change in methodology was recently implemented, appointment data was still being reviewed at the time this Report was printed. The PSC will report the data on-line as soon as it can be made available.

Student hiring

Student EE data for Aboriginal Peoples, persons with disabilities and members of visible minorities are based on those who applied and self-declared through the PSRS in the last two fiscal years, and where a match was found in the PSC hiring and staffing activities files covering the current fiscal year. Students hired in the Co-operative Education and Internship Program are excluded. Data on women are derived from the TBS Incumbent File.

Table 23: Overall hiring and staffing activities to and within the public service, by type and tenure

April 1, 2012 to March 31, 2013

Tenure	Hiring activity to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements [a]		Acting appointments [b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate staffing activities	1 979	5.9	6 924	20.7	16 142	48.1	8 483	25.3	**33 528**	**100.0**
Specified term staffing activities	4 804	64.3	473	6.3	1 697	22.7	503	6.7	**7 477**	**100.0**
Sub-total	6 783	16.5	7 397	18.0	17 839	43.5	8 986	21.9	**41 005**	**100.0**
Casual (as per PSEA ss. 50(1))	14 359	100.0	0	0.0	0	0.0	0	0.0	**14 359**	**100.0**
Student (under *Employment Exclusion Approval Order*) [c]	9 561	100.0	0	0.0	0	0.0	0	0.0	**9 561**	**100.0**
Total	**30 703**	**47.3**	**7 397**	**11.4**	**17 839**	**27.5**	**8 986**	**13.8**	**64 925**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

[c] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Table 24: Overall hiring and staffing activities to and within the public service, by tenure and previous employment status

April 1, 2012 to March 31, 2013

Previous employment status[a]	Tenure after hiring and staffing activities								Total	
	Indeterminate		Specified term		Casual		Student[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Indeterminate	30 579	91.2	139	1.9	0	0.0	0	0.0	**30 718**	**47.3**
Specified term	970	2.9	2 534	33.9	0	0.0	0	0.0	**3 504**	**5.4**
Casual	164	0.5	1 051	14.1	0	0.0	0	0.0	**1 215**	**1.9**
Other federal agencies	222	0.7	77	1.0	0	0.0	0	0.0	**299**	**0.5**
General public	1 569	4.7	3 566	47.7	14 359	100.0	9 561	100.0	**29 055**	**44.8**
Student[b]	24	0.1	110	1.5	0	0.0	0	0.0	**134**	**0.2**
Total	**33 528**	**100.0**	**7 477**	**100.0**	**14 359**	**100.0**	**9 561**	**100.0**	**64 925**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Casuals and students do not have a previous employment status and are therefore reported under "General public."

[b] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program, the Post-secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

Table 25: Staffing activities by type and occupational group

April 1, 2012 to March 31, 2013

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
AB - Indian Oil and Gas Canada	7	0.1	2	0.0	9	0.1	2	0.0	**20**	**0.0**
AG - Agriculture	0	0.0	1	0.0	0	0.0	0	0.0	**1**	**0.0**
AI - Air Traffic Control	1	0.0	0	0.0	0	0.0	0	0.0	**1**	**0.0**
AO - Aircraft Operations	5	0.1	20	0.3	16	0.1	14	0.2	**55**	**0.1**
AR - Architecture and Town Planning	1	0.0	6	0.1	4	0.0	8	0.1	**19**	**0.0**
AS - Administrative Services	668	9.8	1 224	16.5	3 489	19.6	2 261	25.2	**7 642**	**18.6**
AU - Auditing	8	0.1	4	0.1	15	0.1	4	0.0	**31**	**0.1**
BI - Biological Sciences	62	0.9	55	0.7	142	0.8	90	1.0	**349**	**0.9**
CH - Chemistry	18	0.3	20	0.3	18	0.1	25	0.3	**81**	**0.2**
CM - Communications	0	0.0	0	0.0	0	0.0	1	0.0	**1**	**0.0**
CO - Commerce	27	0.4	69	0.9	244	1.4	93	1.0	**433**	**1.1**
CR - Clerical and Regulatory	1 408	20.8	419	5.7	2 773	15.5	416	4.6	**5 016**	**12.2**
CS - Computer Systems Administration	133	2.0	213	2.9	846	4.7	426	4.7	**1 618**	**3.9**
CX - Correctional Services	324	4.8	231	3.1	507	2.8	365	4.1	**1 427**	**3.5**
DA - Data Processing	7	0.1	2	0.0	6	0.0	1	0.0	**16**	**0.0**
DD - Drafting and Illustration	2	0.0	0	0.0	2	0.0	1	0.0	**5**	**0.0**
DS - Defence Scientific Service	2	0.0	49	0.7	31	0.2	0	0.0	**82**	**0.2**
EC - Economics and Social Science Services	308	4.5	798	10.8	1 120	6.3	420	4.7	**2 646**	**6.5**
ED - Education	41	0.6	11	0.1	32	0.2	23	0.3	**107**	**0.3**
EG - Engineering and Scientific Support	348	5.1	293	4.0	298	1.7	148	1.6	**1 087**	**2.7**
EL - Electronics	22	0.3	74	1.0	28	0.2	26	0.3	**150**	**0.4**
EN - Engineering and Land Survey	55	0.8	136	1.8	178	1.0	88	1.0	**457**	**1.1**
EU - Educational Support	3	0.0	0	0.0	1	0.0	0	0.0	**4**	**0.0**
EX - Executive	48	0.7	384	5.2	664	3.7	528	5.9	**1 624**	**4.0**
FB - Border Services	191	2.8	217	2.9	715	4.0	492	5.5	**1 615**	**3.9**

Table 25: Staffing activities by type and occupational group *(cont'd)*

April 1, 2012 to March 31, 2013

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements [a]		Acting appointments [a]			
	No.	%	No.	%	No.	%	No.	%	No.	%
FI - Financial Administration	87	1.3	263	3.6	590	3.3	296	3.3	**1 236**	**3.0**
FO - Forestry	0	0.0	1	0.0	2	0.0	1	0.0	**4**	**0.0**
FR - Firefighters	5	0.1	15	0.2	11	0.1	12	0.1	**43**	**0.1**
FS - Foreign Services	30	0.4	116	1.6	67	0.4	130	1.4	**343**	**0.8**
GL - General Labour and Trades	356	5.2	244	3.3	209	1.2	110	1.2	**919**	**2.2**
GS - General Services	107	1.6	110	1.5	129	0.7	76	0.8	**422**	**1.0**
GT - General Technical	70	1.0	121	1.6	156	0.9	86	1.0	**433**	**1.1**
HP - Heating, Power and Stationary Plant Operation	19	0.3	21	0.3	14	0.1	22	0.2	**76**	**0.2**
HR - Historical research	0	0.0	6	0.1	4	0.0	3	0.0	**13**	**0.0**
HS - Housekeeping, Dietary/Hospital, Patient and Health Services	105	1.5	4	0.1	10	0.1	4	0.0	**123**	**0.3**
IS - Information Services	57	0.8	112	1.5	394	2.2	198	2.2	**761**	**1.9**
LA - Law	109	1.6	121	1.6	253	1.4	86	1.0	**569**	**1.4**
LC - Law Management	1	0.0	16	0.2	14	0.1	25	0.3	**56**	**0.1**
LI - Lightkeepers	33	0.5	1	0.0	12	0.1	8	0.1	**54**	**0.1**
LS - Library Science	5	0.1	9	0.1	14	0.1	16	0.2	**44**	**0.1**
MA - Mathematics	4	0.1	15	0.2	10	0.1	4	0.0	**33**	**0.1**
MD - Medicine	14	0.2	4	0.1	10	0.1	6	0.1	**34**	**0.1**
MT - Meteorology	19	0.3	60	0.8	41	0.2	15	0.2	**135**	**0.3**
NB - National Energy Board	30	0.4	63	0.9	42	0.2	13	0.1	**148**	**0.4**
ND - Nutrition and Dietetics	4	0.1	5	0.1	6	0.0	1	0.0	**16**	**0.0**
NU - Nursing	191	2.8	55	0.7	144	0.8	43	0.5	**433**	**1.1**
OE - Office Equipment	0	0.0	0	0.0	1	0.0	0	0.0	**1**	**0.0**

Table 25: Staffing activities by type and occupational group *(cont'd)*

April 1, 2012 to March 31, 2013

Occupational group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements [a]		Acting appointments [b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
OM - Organisation and Methods	1	0.0	4	0.1	5	0.0	3	0.0	**13**	**0.0**
OP - Occupational and Physical Therapy	6	0.1	0	0.0	0	0.0	1	0.0	**7**	**0.0**
PC - Physical Sciences	78	1.1	94	1.3	249	1.4	94	1.0	**515**	**1.3**
PE - Personnel Administration	114	1.7	290	3.9	508	2.8	246	2.7	**1 158**	**2.8**
PG - Purchasing and Supply	21	0.3	173	2.3	235	1.3	147	1.6	**576**	**1.4**
PH - Pharmacy	7	0.1	2	0.0	4	0.0	2	0.0	**15**	**0.0**
PI - Primary Products Inspection	10	0.1	5	0.1	3	0.0	3	0.0	**21**	**0.1**
PL - Management Trainee Program	0	0.0	1	0.0	1	0.0	0	0.0	**2**	**0.0**
PM - Program Administration	648	9.6	524	7.1	2 468	13.8	1 269	14.1	**4 909**	**12.0**
PR - Printing Operations	0	0.0	0	0.0	1	0.0	1	0.0	**2**	**0.0**
PS - Psychology	31	0.5	10	0.1	30	0.2	14	0.2	**85**	**0.2**
RE - Regulatory Enforcement Group	69	1.0	79	1.1	84	0.5	3	0.0	**235**	**0.6**
RO - Radio Operations	10	0.1	18	0.2	9	0.1	3	0.0	**40**	**0.1**
SC - Ships' Crew	388	5.7	30	0.4	288	1.6	60	0.7	**766**	**1.9**
SE - Scientific Research	31	0.5	113	1.5	41	0.2	16	0.2	**201**	**0.5**
SG - Scientific Regulation/Patent Examination	26	0.4	58	0.8	66	0.4	66	0.7	**216**	**0.5**
SO - Ships' Officers	94	1.4	110	1.5	136	0.8	149	1.7	**489**	**1.2**
SR - Ships' Repairs	34	0.5	174	2.4	25	0.1	39	0.4	**272**	**0.7**
ST - Secretarial, Stenographic, Typing	7	0.1	4	0.1	9	0.1	5	0.1	**25**	**0.1**

Table 25: Staffing activities by type and occupational group *(cont'd)*

April 1, 2012 to March 31, 2013

	Staffing activities within the public service									
	Appointments to the public service		Promotions		Lateral and downward movements [a]		Acting appointments [b]		Total	
Occupational group	No.	%	No.	%	No.	%	No.	%	No.	%
SW - Social Work	11	0.2	2	0.0	11	0.1	0	0.0	**24**	**0.1**
TI - Technical Inspection	23	0.3	52	0.7	55	0.3	21	0.2	**151**	**0.4**
TR - Translation	13	0.2	32	0.4	43	0.2	30	0.3	**118**	**0.3**
UT - University Teaching	136	2.0	1	0.0	18	0.1	0	0.0	**155**	**0.4**
VM - Veterinary Science	0	0.0	1	0.0	2	0.0	0	0.0	**3**	**0.0**
WP - Welfare Programs	90	1.3	30	0.4	277	1.6	227	2.5	**624**	**1.5**
Total	**6 783**	**100.0**	**7 397**	**100.0**	**17 839**	**100.0**	**8 986**	**100.0**	**41 005**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

Table 26: Staffing activities by type and geographic area

April 1, 2012 to March 31, 2013

Geographic area	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements [a]		Acting appointments [b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	607	8.9	648	8.8	1 708	9.6	759	8.4	**3 722**	**9.1**
Alberta	580	8.6	406	5.5	857	4.8	408	4.5	**2 251**	**5.5**
Saskatchewan	440	6.5	170	2.3	356	2.0	257	2.9	**1 223**	**3.0**
Manitoba	356	5.2	223	3.0	557	3.1	298	3.3	**1 434**	**3.5**
Ontario (except NCR)	997	14.7	673	9.1	1 786	10.0	927	10.3	**4 383**	**10.7**
National Capital Region (NCR)	2 016	29.7	3 642	49.2	8 899	49.9	4 186	46.6	**18 743**	**45.7**
Quebec (except NCR)	932	13.7	715	9.7	1 798	10.1	1 038	11.6	**4 483**	**10.9**
New Brunswick	265	3.9	238	3.2	523	2.9	289	3.2	**1 315**	**3.2**
Nova Scotia	292	4.3	353	4.8	763	4.3	351	3.9	**1 759**	**4.3**
Prince Edward Island	28	0.4	106	1.4	125	0.7	110	1.2	**369**	**0.9**
Newfoundland and Labrador	178	2.6	93	1.3	218	1.2	143	1.6	**632**	**1.5**
Yukon	20	0.3	11	0.1	37	0.2	17	0.2	**85**	**0.2**
Northwest Territories	29	0.4	27	0.4	58	0.3	24	0.3	**138**	**0.3**
Nunavut	27	0.4	23	0.3	26	0.1	8	0.1	**84**	**0.2**
Outside Canada	16	0.2	69	0.9	128	0.7	171	1.9	**384**	**0.9**
Total	**6 783**	**100.0**	**7 397**	**100.0**	**17 839**	**100.0**	**8 986**	**100.0**	**41 005**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

Table 27: Staffing activities by type and first official language group

April 1, 2012 to March 31, 2013

First official language group	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Anglophones	4 812	72.5	5 154	70.2	11 625	65.5	5 977	66.7	**27 568**	**67.7**
Francophones	1 821	27.5	2 185	29.8	6 136	34.5	2 986	33.3	**13 128**	**32.3**
Total[c]	**6 783**	**100.0**	**7 397**	**100.0**	**17 839**	**100.0**	**8 986**	**100.0**	**41 005**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

[c] Unknown values are not displayed in this table, but their values are included in the totals. The percentages for first official language groups are calculated using the known first official language values as the respective denominators.

Table 28: Staffing activities by type, first official language group and language requirements of position

April 1, 2012 to March 31, 2013

Language requirements of position	Appointments to the public service					Staffing activities within the public service[a]					Total[b]				
	Anglophones		Francophones		Total	Anglophones		Francophones		Total	Anglophones		Francophones		Total
	No.	%	No.	%	No.	No.	%	No.	%	No.	No.	%	No.	%	No.
Bilingual imperative	638	40.8	924	59.2	**1 580**	6 599	42.2	9 039	57.8	**15 652**	7 237	42.1	9 963	57.9	**17 232**
Bilingual non-imperative															
- Met[c]	12	75.0	4	25.0	**16**	362	69.5	159	30.5	**521**	374	69.6	163	30.4	**537**
- Must meet[d]	1	50.0	1	50.0	**2**	85	85.0	15	15.0	**100**	86	84.3	16	15.7	**102**
- Not required to meet[e]	5	83.3	1	16.7	**6**	34	73.9	12	26.1	**46**	39	75.0	13	25.0	**52**
English essential	3 593	97.1	108	2.9	**3 820**	14 817	96.8	495	3.2	**15 398**	18 410	96.8	603	3.2	**19 218**
French essential	18	3.3	520	96.7	**540**	30	2.3	1 292	97.7	**1 323**	48	2.6	1 812	97.4	**1 863**
English or French essential	524	66.7	262	33.3	**792**	815	73.7	291	26.3	**1 108**	1 339	70.8	553	29.2	**1 900**
Total[b]	**4 812**	**72.5**	**1 821**	**27.5**	**6 783**	**22 756**	**66.8**	**11 307**	**33.2**	**34 222**	**27 568**	**67.7**	**13 128**	**32.3**	**41 005**

Source: Public Service Commission hiring and staffing activity files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments. Excludes acting appointments of less than four months.

[b] Unknown values are not displayed in this table, but their values are included in the totals. The percentages for language component totals (b) are calculated using the known first official language values as the respective denominators.

[c] The person appointed met the language requirements of the position at the time of appointment.

[d] The person appointed must attain, through language training, the language requirements of the position within two years of the date of the appointment, unless this period is extended for one or more additional periods – of not more than two years – in the circumstances prescribed in the *Public Service Official Languages Appointment Regulations*.

[e] The person appointed is exempt from meeting the language requirements of the position for the duration of the appointment on medical grounds or as a result of their eligibility for an immediate annuity, as specified in the *Public Service Official Languages Exclusion Approval Order*.

Table 29: Student hiring activities and appointments to the public service, by recruitment program and geographic area

April 1, 2012 to March 31, 2013

Geographic area	Student hiring activities[a]						Appointments to the public service						Total[d]	
	FSWEP*		RAP*[b]		CO-OP*		PSR*[c]		RPL*		General recruitment			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
British Columbia	250	4.3	10	3.1	386	11.3	9	3.5	0	0.0	598	9.2	**1 253**	**7.7**
Alberta	292	5.0	25	7.9	156	4.6	16	6.3	0	0.0	564	8.7	**1 053**	**6.4**
Saskatchewan	267	4.6	12	3.8	65	1.9	3	1.2	0	0.0	437	6.7	**784**	**4.8**
Manitoba	246	4.2	25	7.9	96	2.8	4	1.6	0	0.0	352	5.4	**723**	**4.4**
Ontario (except NCR)	940	16.1	30	9.4	395	11.6	34	13.4	0	0.0	963	14.8	**2 362**	**14.5**
National Capital Region (NCR)	2 487	42.6	109	34.3	1 904	55.9	156	61.4	11	100.0	1 849	28.4	**6516**	**39.9**
Quebec (except NCR)	877	15.0	55	17.3	207	6.1	22	8.7	0	0.0	910	14.0	**2 071**	**12.7**
New Brunswick	125	2.1	18	5.7	30	0.9	3	1.2	0	0.0	262	4.0	**438**	**2.7**
Nova Scotia	178	3.1	4	1.3	103	3.0	4	1.6	0	0.0	288	4.4	**577**	**3.5**
Prince Edward Island	88	1.5	18	5.7	5	0.1	1	0.4	0	0.0	27	0.4	**139**	**0.9**
Newfoundland and Labrador	27	0.5	3	0.9	38	1.1	1	0.4	0	0.0	177	2.7	**246**	**1.5**
Yukon	1	0.0	0	0.0	10	0.3	1	0.4	0	0.0	19	0.3	**31**	**0.2**
Northwest Territories	6	0.1	1	0.3	9	0.3	0	0.0	0	0.0	29	0.4	**45**	**0.3**
Nunavut	7	0.1	8	2.5	4	0.1	0	0.0	0	0.0	27	0.4	**46**	**0.3**
Outside Canada	44	0.8	0	0.0	0	0.0	0	0.0	0	0.0	16	0.2	**60**	**0.4**
Total[d]	**5 835**	**100.0**	**318**	**100.0**	**3 408**	**100.0**	**254**	**100.0**	**11**	**100.0**	**6 518**	**100.0**	**16 344**	**100.0**

Source: Public Service Commission hiring and staffing activities files and Public Service Resourcing System

[a] The *Student Employment Programs Participants Exclusion Approval Order* and *Student Employment Programs Participants Regulations* apply to participants in the Federal Student Work Experience Program, the Research Affiliate Program (RAP), the Post-secondary Co-op/Internship Program or any other student employment program established by the Treasury Board, after consultation with the Public Service Commission, who are hired by organizations whose appointments are subject to the *Public Service Employment Act*.

[b] The estimation methodology used for RAP hires in fiscal year 2012-2013 was enhanced to improve consistency of reporting through all student programs. Due to this change, figures are not comparable to previous fiscal years.

The figures under Post-secondary Recruitment program include appointments of applicants from the current and previous years' campaigns, as not all appointments are completed within the same fiscal year. They include appointments under the Accelerated Economist Training Program, but exclude appointments of post-secondary graduates made directly by organizations.

The total 16 344 plus 14 359 casuals equals the overall hiring activity to the public service of 30 703 persons as indicated in Table 23 in Appendix 2.

*Legend **FSWEP** Federal Student Work Experience Program
CO-OP Post-secondary Co-operative/Internship Program
RPL Recruitment of Policy Leaders Program
RAP Research Affiliate Program
PSR Post-secondary Recruitment Program

Table 30: Staffing activities by type and organization

April 1, 2012 to March 31, 2013

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[(a)]		Acting appointments[(b)]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Aboriginal Affairs and Northern Development Canada	165	14.6	170	15.0	609	53.7	190	16.8	**1 134**	**100.0**
Agriculture and Agri-Food Canada	279	30.3	250	27.2	234	25.4	157	17.1	**920**	**100.0**
Assisted Human Reproduction Canada	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**
Atlantic Canada Opportunities Agency	2	2.0	22	21.8	59	58.4	18	17.8	**101**	**100.0**
Canada Border Services Agency	285	10.3	408	14.8	1 223	44.2	849	30.7	**2 765**	**100.0**
Canada Industrial Relations Board	3	14.3	7	33.3	9	42.9	2	9.5	**21**	**100.0**
Canada School of Public Service	34	23.4	20	13.8	71	49.0	20	13.8	**145**	**100.0**
Canadian Artists and Producers Professional Relations Tribunal	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**
Canadian Environmental Assessment Agency	8	11.0	9	12.3	36	49.3	20	27.4	**73**	**100.0**
Canadian Forces Grievance Board	2	20.0	1	10.0	7	70.0	0	0.0	**10**	**100.0**
Canadian Grain Commission	33	37.5	22	25.0	18	20.5	15	17.0	**88**	**100.0**
Canadian Heritage	53	12.2	55	12.7	202	46.7	123	28.4	**433**	**100.0**
Canadian Human Rights Commission	6	13.6	5	11.4	16	36.4	17	38.6	**44**	**100.0**
Canadian Intergovernmental Conference Secretariat	0	0.0	0	0.0	6	100.0	0	0.0	**6**	**100.0**
Canadian International Development Agency	30	7.3	60	14.6	209	51.0	111	27.1	**410**	**100.0**
Canadian International Trade Tribunal	8	29.6	8	29.6	8	29.6	3	11.1	**27**	**100.0**
Canadian Radio-television and Telecommunications Commission	17	16.2	33	31.4	33	31.4	22	21.0	**105**	**100.0**
Canadian Space Agency	4	6.2	16	24.6	21	32.3	24	36.9	**65**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2012 to March 31, 2013

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[4]		Acting appointments[5]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Canadian Transportation Agency	5	11.4	10	22.7	18	40.9	11	25.0	**44**	**100.0**
Citizenship and Immigration Canada	324	19.5	178	10.7	828	49.9	330	19.9	**1 660**	**100.0**
Commission for Public Complaints Against the Royal Canadian Mounted Police	4	20.0	5	25.0	11	55.0	0	0.0	**20**	**100.0**
Copyright Board Canada	1	11.1	2	22.2	6	66.7	0	0.0	**9**	**100.0**
Correctional Investigator Canada (The)	3	16.7	9	50.0	3	16.7	3	16.7	**18**	**100.0**
Correctional Service Canada	839	20.2	594	14.3	1 561	37.6	1 157	27.9	**4 151**	**100.0**
Courts Administration Service	58	49.2	16	13.6	29	24.6	15	12.7	**118**	**100.0**
Economic Development Agency of Canada for the Regions of Quebec	4	5.3	13	17.1	46	60.5	13	17.1	**76**	**100.0**
Environment Canada	220	14.2	394	25.5	741	47.9	191	12.4	**1 546**	**100.0**
Farm Products Council of Canada	1	25.0	2	50.0	1	25.0	0	0.0	**4**	**100.0**
Federal Economic Development Agency for Southern Ontario	15	20.0	15	20.0	28	37.3	17	22.7	**75**	**100.0**
Finance Canada (Department of)	27	12.9	91	43.3	74	35.2	18	8.6	**210**	**100.0**
Financial Consumer Agency of Canada	11	39.3	3	10.7	11	39.3	3	10.7	**28**	**100.0**
Fisheries and Oceans Canada	849	23.9	542	15.2	1 485	41.8	680	19.1	**3 556**	**100.0**
Foreign Affairs and International Trade Canada	285	15.9	256	14.2	754	41.9	503	28.0	**1 798**	**100.0**
Hazardous Materials Information Review Commission Canada	2	33.3	0	0.0	4	66.7	0	0.0	**6**	**100.0**
Health Canada	322	19.9	259	16.0	562	34.8	472	29.2	**1 615**	**100.0**
Human Resources and Skills Development Canada	670	16.9	306	7.7	2 045	51.5	950	23.9	**3 971**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2012 to March 31, 2013

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Human Rights Tribunal of Canada	2	50.0	0	0.0	2	50.0	0	0.0	**4**	**100.0**
Immigration and Refugee Board of Canada	63	15.8	118	29.6	165	41.4	53	13.3	**399**	**100.0**
Indian Residential Schools Truth and Reconciliation Commission Secretariat	4	30.8	3	23.1	1	7.7	5	38.5	**13**	**100.0**
Industry Canada	70	8.0	243	27.8	409	46.8	151	17.3	**873**	**100.0**
Infrastructure Canada	1	1.6	21	32.8	19	29.7	23	35.9	**64**	**100.0**
International Joint Commission	2	22.2	5	55.6	1	11.1	1	11.1	**9**	**100.0**
Justice Canada (Department of)	126	15.6	112	13.9	385	47.6	185	22.9	**808**	**100.0**
Library and Archives Canada	24	13.2	36	19.8	69	37.9	53	29.1	**182**	**100.0**
Military Police Complaints Commission of Canada	1	25.0	1	25.0	2	50.0	0	0.0	**4**	**100.0**
National Defence (Public Service Employees)	402	13.6	889	30.1	968	32.8	696	23.6	**2 955**	**100.0**
National Energy Board	30	20.3	63	42.6	42	28.4	13	8.8	**148**	**100.0**
Natural Resources Canada	119	16.9	184	26.1	277	39.3	125	17.7	**705**	**100.0**
Office of the Chief Electoral Officer	14	17.3	7	8.6	40	49.4	20	24.7	**81**	**100.0**
Office of the Commissioner for Federal Judicial Affairs Canada	1	8.3	5	41.7	5	41.7	1	8.3	**12**	**100.0**
Office of the Commissioner of Lobbying of Canada	2	40.0	1	20.0	1	20.0	1	20.0	**5**	**100.0**
Office of the Commissioner of Official Languages	5	14.3	8	22.9	20	57.1	2	5.7	**35**	**100.0**
Office of the Governor General's Secretary	6	18.2	9	27.3	11	33.3	7	21.2	**33**	**100.0**
Office of the Public Sector Integrity Commissioner of Canada	1	14.3	3	42.9	3	42.9	0	0.0	**7**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2012 to March 31, 2013

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Office of the Superintendent of Financial Institutions Canada	58	28.0	76	36.7	73	35.3	0	0.0	**207**	**100.0**
Offices of the Information and Privacy Commissioners of Canada	7	10.3	15	22.1	33	48.5	13	19.1	**68**	**100.0**
Parole Board of Canada	35	22.7	12	7.8	81	52.6	26	16.9	**154**	**100.0**
Patented Medicine Prices Review Board Canada	2	18.2	4	36.4	5	45.5	0	0.0	**11**	**100.0**
Privy Council Office	12	7.6	36	22.9	64	40.8	45	28.7	**157**	**100.0**
Public Health Agency of Canada	43	9.9	40	9.2	252	57.9	100	23.0	**435**	**100.0**
Public Prosecution Service of Canada	65	24.2	72	26.8	102	37.9	30	11.2	**269**	**100.0**
Public Safety Canada	33	11.8	46	16.5	135	48.4	65	23.3	**279**	**100.0**
Public Servants Disclosure Protection Tribunal Canada	1	25.0	1	25.0	2	50.0	0	0.0	**4**	**100.0**
Public Service Commission of Canada	16	7.6	41	19.4	132	62.6	22	10.4	**211**	**100.0**
Public Service Labour Relations Board	5	21.7	6	26.1	7	30.4	5	21.7	**23**	**100.0**
Public Works and Government Services Canada	360	14.1	539	21.1	1 124	44.0	532	20.8	**2 555**	**100.0**
RCMP External Review Committee	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**
Registry of the Competition Tribunal	0	0.0	0	0.0	0	0.0	0	0.0	**0**	**0.0**
Registrar of the Supreme Court of Canada	35	61.4	9	15.8	8	14.0	5	8.8	**57**	**100.0**
Registry of the Specific Claims Tribunal	0	0.0	0	0.0	1	50.0	1	50.0	**2**	**100.0**
Royal Canadian Mounted Police (Public Service Employees)	258	17.1	251	16.6	762	50.4	241	15.9	**1 512**	**100.0**
Shared Services Canada	56	7.4	32	4.2	516	68.3	152	20.1	**756**	**100.0**
Statistics Canada	72	10.5	271	39.6	255	37.2	87	12.7	**685**	**100.0**

Table 30: Staffing activities by type and organization *(cont'd)*

April 1, 2012 to March 31, 2013

Organization	Appointments to the public service		Staffing activities within the public service						Total	
			Promotions		Lateral and downward movements[a]		Acting appointments[b]			
	No.	%	No.	%	No.	%	No.	%	No.	%
Status of Women Canada	10	31.3	4	12.5	17	53.1	1	3.1	**32**	**100.0**
Transport Canada	54	7.5	168	23.5	350	48.9	144	20.1	**716**	**100.0**
Transportation Appeal Tribunal of Canada	0	0.0	0	0.0	1	100.0	0	0.0	**1**	**100.0**
Transportation Safety Board of Canada	7	16.7	7	16.7	23	54.8	5	11.9	**42**	**100.0**
Treasury Board of Canada Secretariat	38	8.2	136	29.4	229	49.6	59	12.8	**462**	**100.0**
Veterans Affairs Canada	168	24.1	131	18.8	230	33.0	169	24.2	**698**	**100.0**
Western Economic Diversification Canada	6	7.8	11	14.3	46	59.7	14	18.2	**77**	**100.0**
Total	**6 783**	**16.5**	**7 397**	**18.0**	**17 839**	**43.5**	**8 986**	**21.9**	**41 005**	**100.0**

Source: Public Service Commission hiring and staffing activities files

[a] Lateral and downward movements include deployments. As the appointment process is not captured by the pay system, it is not possible to differentiate between lateral and downward appointments and deployments.

[b] Excludes acting appointments of less than four months.

Note: The difference between the number of organizations identified in this table (80) and the number of organizations who had signed an Appointment Delegation and Accountability Instrument during the period of April 1, 2012 to March 31, 2013 (83) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada pay system, which means that, for these organizations, the Public Service Commission cannot show population and/or hiring and staffing activities.

Shared Services Canada is a new organization composed, for the most part, of employees transferred from other organizations both inside and outside the *Public Service Employment Act* (PSEA). This transfer contributed to lower staffing activity counts reported for other PSEA organizations this year.

Table 31: *Public Service Employment Act* population changes by organization

March 2012 to March 2013

Organization	Indeterminate, specified term, casual and student population			
	March 2012	March 2013	Difference	% change over last year
	No.	No.		
Aboriginal Affairs and Northern Development Canada	5 482	5 053	- 429	- 7.8
Agriculture and Agri-Food Canada	6 640	5 988	- 652	- 9.8
Assisted Human Reproduction Canada	13	0	- 13	- 100.0
Atlantic Canada Opportunities Agency	676	589	- 87	- 12.9
Canada Border Services Agency	14 708	14 216	- 492	- 3.3
Canada Industrial Relations Board	78	81	3	3.8
Canada School of Public Service	914	656	- 258	- 28.2
Canadian Artists and Producers Professional Relations Tribunal	6	2	- 4	- 66.7
Canadian Environmental Assessment Agency	239	218	- 21	- 8.8
Canadian Forces Grievance Board	34	36	2	5.9
Canadian Grain Commission	677	622	- 55	- 8.1
Canadian Heritage	1 960	1 732	- 228	- 11.6
Canadian Human Rights Commission	208	214	6	2.9
Canadian Intergovernmental Conference Secretariat	20	22	2	10.0
Canadian International Development Agency	1 841	1 593	- 248	- 13.5
Canadian International Trade Tribunal	72	67	- 5	- 6.9
Canadian Radio-television and Telecommunications Commission	439	435	- 4	- 0.9
Canadian Space Agency	750	659	- 91	- 12.1
Canadian Transportation Agency	245	239	- 6	- 2.4
Citizenship and Immigration Canada	4 998	4 835	- 163	- 3.3
Commission for Public Complaints Against the Royal Canadian Mounted Police	61	61	0	0.0
Copyright Board Canada	12	14	2	16.7
Correctional Investigator Canada (The)	33	32	- 1	- 3.0
Correctional Service Canada	19 011	18 500	- 511	- 2.7
Courts Administration Service	653	616	- 37	- 5.7
Economic Development Agency of Canada for the Regions of Quebec	400	338	- 62	- 15.5

Table 31: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2012 to March 2013

Organization	Indeterminate, specified term, casual and student population			
	March 2012	March 2013	Difference	% change over last year
	No.	No.		
Environment Canada	6 760	6 406	- 354	- 5.2
Farm Products Council of Canada	16	16	0	0.0
Federal Economic Development Agency for Southern Ontario	224	217	- 7	- 3.1
Finance Canada (Department of)	778	753	- 25	- 3.2
Financial Consumer Agency of Canada	67	72	5	7.5
Fisheries and Oceans Canada	10 920	10 291	- 629	- 5.8
Foreign Affairs and International Trade Canada	7 540	7 253	- 287	- 3.8
Hazardous Materials Information Review Commission Canada	39	31	- 8	- 20.5
Health Canada	10 577	9 699	- 878	- 8.3
Human Resources and Skills Development Canada	22 749	20 037	- 2 712	- 11.9
Human Rights Tribunal of Canada	17	19	2	11.8
Immigration and Refugee Board of Canada	912	934	22	2.4
Indian Residential Schools Truth and Reconciliation Commission Secretariat	45	23	- 22	- 48.9
Industry Canada	5 229	4 769	- 460	- 8.8
Infrastructure Canada	348	307	- 41	- 11.8
International Joint Commission	27	31	4	14.8
Justice Canada (Department of)	5 127	4 721	- 406	- 7.9
Library and Archives Canada	1 144	912	- 232	- 20.3
Military Police Complaints Commission of Canada	15	17	2	13.3
National Defence (Public Service Employees)	27 168	24 930	- 2 238	- 8.2
National Energy Board	390	402	12	3.1
Natural Resources Canada	4 657	4 358	- 299	- 6.4
Office of the Chief Electoral Officer	526	493	- 33	- 6.3
Office of the Commissioner for Federal Judicial Affairs Canada	64	65	1	1.6

Table 31: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2012 to March 2013

Organization	Indeterminate, specified term, casual and student population			
	March 2012	March 2013	Difference	% change over last year
	No.	No.		
Office of the Commissioner of Lobbying of Canada	27	25	- 2	**- 7.4**
Office of the Commissioner of Official Languages	164	161	- 3	**- 1.8**
Office of the Governor General's Secretary	160	152	- 8	**- 5.0**
Office of the Public Sector Integrity Commissioner of Canada	29	30	1	**3.4**
Office of the Superintendent of Financial Institutions Canada	602	637	35	**5.8**
Offices of the Information and Privacy Commissioners of Canada	269	254	- 15	**- 5.6**
Parole Board of Canada	384	411	27	**7.0**
Patented Medicine Prices Review Board Canada	56	53	- 3	**- 5.4**
Privy Council Office	874	744	- 130	**- 14.9**
Public Health Agency of Canada	2 777	2 162	- 615	**- 22.1**
Public Prosecution Service of Canada	929	953	24	**2.6**
Public Safety Canada	1 097	1 109	12	**1.1**
Public Servants Disclosure Protection Tribunal Canada	7	9	2	**28.6**
Public Service Commission of Canada	974	864	- 110	**- 11.3**
Public Service Labour Relations Board	80	86	6	**7.5**
Public Works and Government Services Canada	13 674	12 141	- 1 533	**- 11.2**
RCMP External Review Committee	4	6	2	**50.0**
Registrar of the Supreme Court of Canada	224	214	- 10	**- 4.5**
Registry of the Competition Tribunal	8	9	1	**12.5**
Registry of the Specific Claims Tribunal	11	10	- 1	**- 9.1**
Royal Canadian Mounted Police (Public Service Employees)	6 210	5 971	- 239	**- 3.8**
Shared Services Canada[x]	0	5 298	5 298	–
Statistics Canada	5 555	4 529	- 1 026	**- 18.5**
Status of Women Canada	97	99	2	**2.1**

Table 31: *Public Service Employment Act* population changes by organization *(cont'd)*

March 2012 to March 2013

Organization	Indeterminate, specified term, casual and student population			
	March 2012	March 2013	Difference	% change over last year
	No.	No.		
Transport Canada	5 368	4 776	- 592	**- 11.0**
Transportation Appeal Tribunal of Canada	9	8	- 1	**- 11.1**
Transportation Safety Board of Canada	214	199	- 15	**- 7.0**
Treasury Board of Canada Secretariat	2 068	1 855	- 213	**- 10.3**
Veterans Affairs Canada	3 812	3 577	- 235	**- 6.2**
Western Economic Diversification Canada	418	334	- 84	**- 20.1**
Total	**211 610**	**200 250**	**- 11 360**	**- 5.4**

Source: Public Service Commission population files

[a] Shared Services Canada is a new organization composed, for the most part, of employees transferred from other organizations both inside and outside the *Public Service Employment Act* (PSEA). This transfer contributed to reducing population counts reported for other PSEA organizations this year.

Note: The difference between the number of organizations identified in this table (80) and the number of organizations who had signed an Appointment Delegation and Accountability Instrument during the period of April 1, 2012 to March 31, 2013 (83) is related to organizations that do not show as separate entities in the Public Works and Government Services Canada (PWGSC) pay system, which means that, for these organizations, the Public Service Commission cannot show population and/or hiring and staffing activities.

The population counts are taken from the incumbent file. The incumbent file, which comes from the Treasury Board of Canada Secretariat, is an extract from the PWGSC pay system and may vary from counts maintained in organizational human resources systems.

Table 32: Applications and appointments for nationally advertised jobs by geographic area – Officer level

April 1, 2012 to March 31, 2013

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	74	5 614	54.5	91	12.1
Alberta	67	5 393	72.5	121	38.0
Saskatchewan	35	2 036	80.5	60	33.3
Manitoba	36	2 114	68.0	86	29.1
Ontario (except NCR)	114	42 689	19.5	211	16.6
National Capital Region (NCR)	131	15 874	46.1	661	25.1
Quebec (except NCR)	62	6 431	30.4	172	8.7
New Brunswick	18	3 410	30.0	141	8.5
Nova Scotia	27	1 858	72.6	75	61.3
Prince Edward Island	3	30	86.7	8	37.5
Newfoundland and Labrador	14	795	67.3	23	13.0
Yukon	16	1 448	92.5	8	50.0
Northwest Territories	20	1 454	88.4	13	61.5
Nunavut	19	1 160	88.3	6	100.0
Outside Canada	0	0	0.0	0	0.0
Total	**636**	**90 306**	**37.9**	**1 676**	**23.9**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location), which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the geographic job area of those applicants who were appointed to the public service in 2012-2013 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 33: Applications and appointments for nationally advertised jobs by geographic area – Non-officer level

April 1, 2012 to March 31, 2013

Geographic area of work location	Advertisements[a]	Applications[b]		Appointments to the public service[c]	
	No.	No.	From other geographic areas of residence %	No.	From other geographic areas of residence %
British Columbia	58	14 249	49.1	126	4.0
Alberta	58	10 113	84.8	220	49.1
Saskatchewan	57	6 798	78.1	108	25.0
Manitoba	22	3 288	76.6	79	6.3
Ontario (except NCR)	46	19 691	31.9	122	1.6
National Capital Region (NCR)	26	12 709	41.1	252	14.3
Quebec (except NCR)	44	13 026	28.4	174	4.0
New Brunswick	10	2 626	34.1	30	13.3
Nova Scotia	15	2 354	71.6	44	6.8
Prince Edward Island	1	2	0.0	4	0.0
Newfoundland and Labrador	11	1 904	62.0	9	11.1
Yukon	3	145	84.8	2	50.0
Northwest Territories	8	680	79.4	6	33.3
Nunavut	6	197	93.4	8	62.5
Outside Canada	0	0	0.0	0	0.0
Total	**365**	**87 782**	**49.2**	**1 184**	**17.4**

Source: Public Service Commission (PSC) hiring and staffing activities files and the Public Service Resourcing System (PSRS)

[a] Advertisements with more than one work location are counted as multiple advertisements (one for each work location), which may impact geographic distribution. Excludes advertisements containing more than one group/level.

[b] An application is counted multiple times when it is received for an advertisement containing multiple work locations.

[c] This information is derived by matching the home address of the applicants (from the PSRS) to the geographic job area of those applicants who were appointed to the public service in 2012-2013 (from the PSC hiring and staffing activities files). Due to timing and data quality issues, the PSC was able to match approximately 70% of the appointments with the PSRS. Excludes specified terms of less than six months, the Executive Group and separate agencies.

Table 34: Executive indeterminate and specified term staffing activities under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		Executive staffing activities			
		2011-2012		2012-2013	
		No.	%	No.	%
Bilingual positions	Imperative	1 589	82.7	1 357	83.6
	Non-imperative	117	6.1	77	4.7
	Subtotal	**1 706**	**88.8**	**1 434**	**88.3**
Unilingual positions	English essential	182	9.5	158	9.7
	French essential	5	0.3	1	0.1
	English or French essential	28	1.5	31	1.9
	Subtotal	**215**	**11.2**	**190**	**11.7**
Total		**1 922**	**100.0**	**1 624**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known, but totals also include staffing activities where language requirements of the position are not specified.

Table 35: Indeterminate appointments and staffing activities to Executive bilingual positions under the *Public Service Employment Act*, by language requirements of position and fiscal year

Language requirements of position		2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
		No.	%	No.	%	No.	%	No.	%	No.	%
Bilingual imperative		1 500	91.8	1 486	92.3	1 358	90.9	1 184	96.4	949	97.2
Bilingual non-imperative	Employee meets requirements upon appointment or is exempted from the requirements	116	7.1	116	7.2	130	8.7	38	3.1	25	2.6
	Employee does not meet requirements upon appointment	18	1.1	8	0.5	6	0.4	6	0.5	2	0.2
	Subtotal	**134**	**8.2**	**124**	**7.7**	**136**	**9.1**	**44**	**3.6**	**27**	**2.8**
Total		**1 634**	**100.0**	**1 610**	**100.0**	**1 494**	**100.0**	**1 228**	**100.0**	**976**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions and lateral and downward movements, but excludes acting appointments. Some numbers released previously have been revised.

Table 36: Indeterminate and specified term staffing activities under the *Public Service Employment Act*, by language requirements of position, type of appointment and fiscal year

Language requirements of position		Appointments to the public service				Staffing activities within the public service			
		2011-2012		2012-2013		2011-2012		2012-2013	
		No.	%	No.	%	No.	%	No.	%
Bilingual positions	Imperative	3 433	25.6	1 580	23.4	23 640	47.3	15 652	45.8
	Non-imperative	48	0.4	24	0.4	1 058	2.1	667	2.0
	Subtotal	**3 481**	**26.0**	**1 604**	**23.7**	**24 698**	**49.4**	**16 319**	**47.8**
Unilingual positions	English essential	6 894	51.5	3 820	56.5	21 678	43.4	15 398	45.1
	French essential	1 043	7.8	540	8.0	1 657	3.3	1 323	3.9
	English or French essential	1 980	14.8	792	11.7	1 933	3.9	1 108	3.2
	Subtotal	**9 917**	**74.0**	**5 152**	**76.3**	**25 268**	**50.6**	**17 829**	**52.2**
Total		**13 454**	**100.0**	**6 783**	**100.0**	**50 024**	**100.0**	**34 222**	**100.0**

Source: Public Service Commission hiring and staffing activities files

Note: Includes appointments to the public service, promotions, lateral and downward movements and acting appointments. Percent distributions are based on cases where language requirements of the position are known, but totals also include staffing activities where language requirements of the position are not specified. Most employees appointed on a non-imperative basis met the linguistic requirements of the position.

Statistics Canada hired a large number of specified term employees to work on the 2011 Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in 2010-2011 and 2011-2012.

The previously released percentages for 2011-2012 have been revised.

Table 37: Indeterminate and specified term appointments to the public service under the *Public Service Employment Act*, by first official language group and fiscal year within and outside the National Capital Region

Region	First official language group	2008-2009		2009-2010		2010-2011		2011-2012		2012-2013	
		No.	%	No.	%	No.	%	No.	%	No.	%
Within the NCR	Anglophones	6 415	61.8	5 633	64.1	4 191	64.0	3 866	62.4	1 225	61.4
	Francophones	3 966	38.2	3 161	35.9	2 354	36.0	2 334	37.6	769	38.6
	Subtotal	**10 411**	**100.0**	**8 819**	**100.0**	**6 562**	**100.0**	**6 215**	**100.0**	**2 016**	**100.0**
Outside the NCR	Anglophones	10 145	76.6	9 963	76.6	6 900	74.2	5 309	75.0	3 587	77.3
	Francophones	3 104	23.4	3 041	23.4	2 400	25.8	1 771	25.0	1 052	22.7
	Subtotal	**13 333**	**100.0**	**13 087**	**100.0**	**9 426**	**100.0**	**7 239**	**100.0**	**4 767**	**100.0**
Total		**23 744**		**21 906**		**15 988**		**13 454**		**6 783**	

Source: Public Service Commission hiring and staffing activities files

Note: Some numbers released previously have been revised. Percent distributions are based on cases where first official language is known, but sub-totals and totals also include staffing activities where first official language group is not specified.

Statistics Canada hired a large number of specified term employees to work on the 2011 Census and National Household Survey operations under the *Statistics Canada Census and Survey Related Term Employment Exclusion Approval Order*, inflating specified term hires in 2010-2011 and 2011-2012.

Table 38: Number of second language evaluation tests administered, by test and year, showing percentage change over the previous year

Assessment	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	Change (over last year) %
Reading	34 967	34 637	28 333	23 250	18 560	- 20.2
Written expression	39 779	38 723	33 721	27 943	22 077	- 21.0
Oral proficiency	27 335	26 308	23 336	20 725	16 589	- 20.0
Total	**102 081**	**99 668**	**85 390**	**71 918**	**57 226**	**- 20.4**

Source: Public Service Commission Test Scoring and Results Reporting System, as of March 31, 2013

Table 39: Applicants by recruitment program and geographic area of residence

April 1, 2012 to March 31, 2013

Geographic area of residence	Student Programs				Graduate Recruitment Programs			
	FSWEP* [a]		RAP*		PSR* [b]		RPL*	
	No.	%	No.	%	No.	%	No.	%
British Columbia	3 359	7.4	124	8.7	115	5.8	92	6.1
Alberta	1 894	4.2	152	10.7	38	1.9	63	4.2
Saskatchewan	785	1.7	30	2.1	16	0.8	11	0.7
Manitoba	1 628	3.6	49	3.4	17	0.9	20	1.3
Ontario	22 369	49.5	593	41.6	968	49.0	762	50.7
Quebec	11 266	25.0	250	17.5	665	33.7	390	25.9
New Brunswick	1 189	2.6	43	3.0	55	2.8	36	2.4
Nova Scotia	1 375	3.0	44	3.1	51	2.6	40	2.7
Prince Edward Island	628	1.4	87	6.1	6	0.3	3	0.2
Newfoundland and Labrador	329	0.7	9	0.6	7	0.4	24	1.6
Yukon	18	0.0	1	0.1	2	0.1	1	0.1
Northwest Territories	56	0.1	1	0.1	0	0.0	2	0.1
Nunavut	6	0.0	6	0.4	0	0.0	1	0.1
Outside Canada	244	0.5	38	2.7	34	1.7	59	3.9
Total	**45 146**	**100.0**	**1 427**	**100.0**	**1 974**	**100.0**	**1 504**	**100.0**

Source: Public Service Resourcing System

[a] The figures under FSWEP include applicants from the 2011 and 2012 campaigns. A campaign cycle occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year. The total equals the number of applications in 2012-2013 found in table 13.

[b] These numbers exclude cancelled advertisements.

***Legend** **FSWEP** Federal Student Work Experience Program
PSR Post-secondary Recruitment Program
RAP Research Affiliate Program
RPL Recruitment of Policy Leaders Program

Table 39a: Applicants by recruitment program and geographic area of residence for Ontario, National Capital Region and Quebec

April 1, 2012 to March 31, 2013

Geographic area of residence	Student Programs				Graduate Recruitment Programs			
	FSWEP*[a]		RAP*		PSR*[b]		RPL*	
	No.	%	No.	%	No.	%	No.	%
Ontario (except NCR)	11 210	24.8	321	22.5	485	26.8	452	30.1
National Capital Region (NCR)	14 446	32.0	335	23.5	683	26.7	390	25.9
Quebec (except NCR)	7 979	17.7	187	13.1	465	25.0	310	20.6

Source: Public Service Resourcing System

[a] The figures under FSWEP include applicants from the 2011 and 2012 campaigns. A campaign cycle occurs annually from October to October. An applicant can apply only once per campaign, but may apply to both campaigns and therefore be counted more than once in any given fiscal year.

[b] These numbers exclude cancelled advertisements.

***Legend** **FSWEP** Federal Student Work Experience Program
PSR Post-secondary Recruitment Program
RAP Research Affiliate Program
RPL Recruitment of Policy Leaders Program

Table 40: Applicants to external advertisements compared to the Canadian workforce population

April 1, 2012 to March 31, 2013

Geographic area of residence	Applicants to external advertisements %	Canadian workforce population %
British Columbia	9.1	13.2
Alberta	6.1	11.6
Saskatchewan	1.7	3.0
Manitoba	2.9	3.5
Ontario	45.5	39.0
Quebec	25.2	22.9
New Brunswick	2.9	2.1
Nova Scotia	3.6	2.6
Prince Edward Island	0.6	0.4
Newfoundland and Labrador	1.1	1.4
Yukon	0.1	0.1
Northwest Territories	0.2	0.1
Nunavut	0.2	0.1
Outside Canada	0.9	N/A
Total	**100.0**	**100.0**

Source: Public Service Resourcing System and Statistics Canada 2011 Labour Force Survey

Table 41: Priority administration (public service total)

Number of priority entitlements registered and number of placements and other removals, by priority type

April 1, 2012 to March 31, 2013

Priority type	Carry-over[a]	New cases	Total (carry-over + new cases)	Appointed	Resigned and/or retired	Expired	Other removal[b]	Total outflows	Active at end of period
Leave of absence (s. 41)	536	281	817	113	45	85	36	279	538
Layoff (s. 41)	6	31	37	0	3	5	2	10	27
Total – Statutory priorities	**542**	**312**	**854**	**113**	**48**	**90**	**38**	**289**	**565**
Surplus (s. 5)[c]	331	2 051	2 382	683	49	0	388	1 120	1 262
Disabled employee (s. 7)	61	40	101	8	4	18	17	47	54
Medically released CF/RCMP (s. 8)	239	68	307	31	0	95	3	129	178
Relocation of spouse (s. 9)	492	383	875	96	31	73	161	361	514
Reinstatement to higher level (s. 10)	141	356	497	25	4	131	7	167	330
Governor General's exempt staff (s. 6)	0	0	0	0	0	0	0	0	0
Surviving spouse or common-law partner (s. 8.1)	4	9	13	0	0	2	0	2	11
Total – Regulatory priorities	**1 268**	**2 907**	**4 175**	**843**	**88**	**319**	**576**	**1 826**	**2 349**
Grand total	1 810	3 219	5 029	956	136	409	614	2 115	2 914

[a] The number of carry-overs from March 31, 2012 differs from the number of active cases at March 31, 2012 published in last year's Annual Report, due to priority registrations received late in March 2012 and activated after the start of the new fiscal year. The validation of data to the Priority Information Management System may also be a factor.

[b] Priority type changes are included in "Other removal."

[c] Although the priority entitlement for surplus employees is established in the *Public Service Employment Regulations*, section 40 of the *Public Service Employment Act* provides deputy heads with the authority to place their own organization's surplus employees before considering other priority persons. Surplus employees within their home organizations accounted for 503 of the 683 appointments in 2012-2013.

Note: See "Priority Administration" under Appendix 2 – Information about the Statistical Tables

Appendix 3

Public Service Commission study updates

Study on Acting Appointments and Subsequent Promotions in the Federal Public Service **(Update) –** This study examined whether employees in lengthy acting appointments gain an advantage in obtaining a subsequent promotion. In 2011-2012, the subsequent promotion rate following an acting appointment continued to decline to 22.6%, from 28.3% in 2010-2011 and from 41.3% in 2002-2004. The duration of acting appointments ending with or without a promotion remained the same compared to previous years; however, in 2011-2012, those ending with a promotion lasted somewhat longer on average (15.0 months) than those ending without a promotion (13.6 months). This difference between the two durations is not statistically significant. See Table 42 for more information.

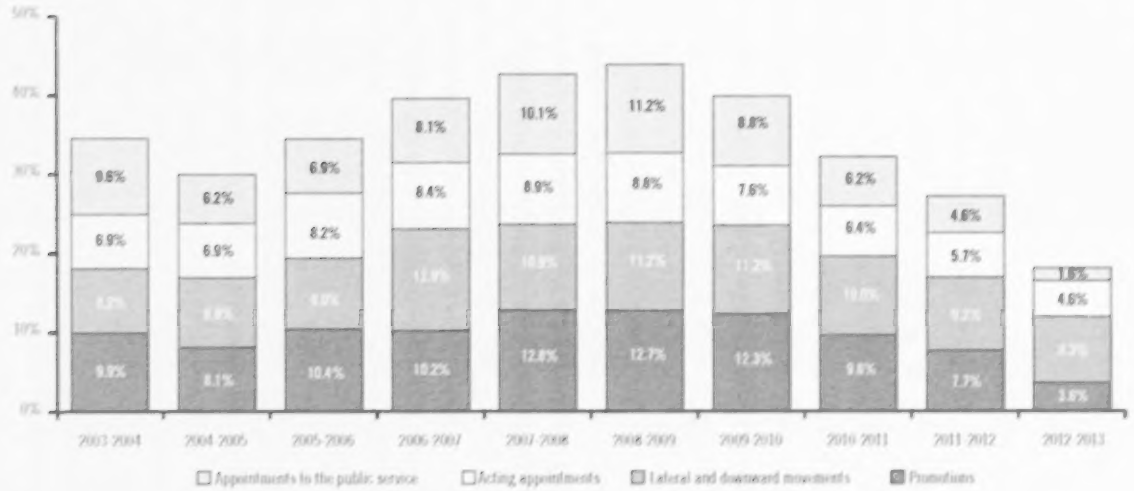
Table 42: Acting appointments and subsequent promotions by fiscal year

Fiscal year	Subsequent promotion rate %	Average duration (months)	
		Promoted	Not promoted
2002-2004	41.3	15.0	13.0
Updates			
2004-2007	41.2	15.5	13.4
2007-2009	33.5	13.5	12.5
2009-2010	31.0	12.8	13.8
2010-2011	28.3	14.4	13.0
2011-2012	22.6	15.0	13.6

Source: Public Service Commission Job-based Analytical Information System

***Study on Mobility of Public Servants* (Update)** – This study examined trends in mobility and changes in its components. Indeterminate mobility rates declined for the fourth year in a row, reaching 18.1% in 2012-2013. Three of the four appointment types dropped to their lowest levels in a decade: Appointments to the public service dropped to 1.6%; acting appointments declined to 4.6%; and promotions dropped to 3.6%. Lateral and downward mobility was also down, dropping to 8.3% from 9.2% in 2011-2012. For more information, see Figure 10.

Figure 10: Indeterminate mobility rates in the public service by appointment type and fiscal year



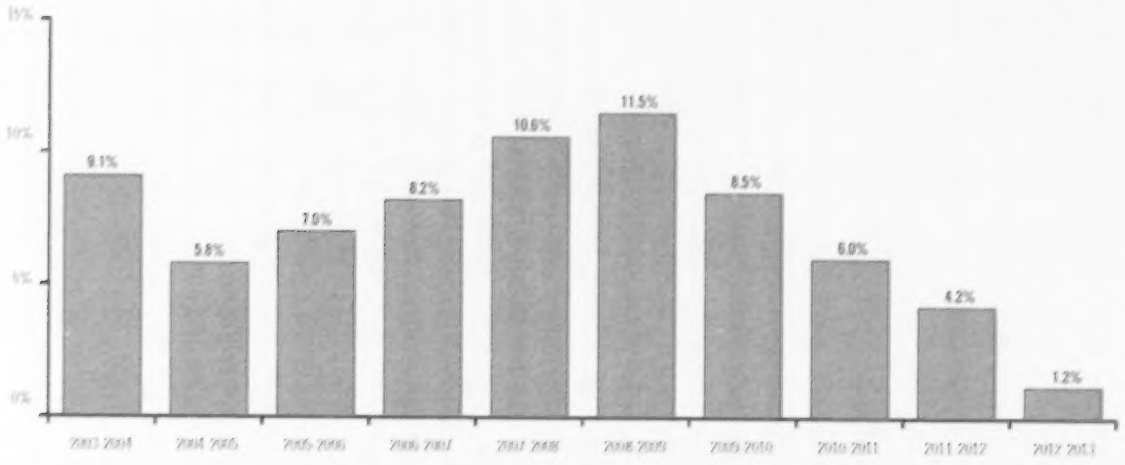
Source: Public Service Commission Job-based Analytical Information System

Note: Figures were revised to include Canada Border Services Agency (CBSA) and a number of small organizations that were excluded from the original study and from numbers reported in previous Annual Reports. Entry of CBSA under the *Public Service Employment Act* in 2005 contributed to increase the mobility rate from 2004-2005 to 2005-2006.

New Indeterminate Hires and their Previous Public Service Experience (Update) – The Public Service Commission has conducted a number of statistical studies analyzing trends in new indeterminate hires, especially their previous public service work experience, including *New indeterminate employees: Who are they?* (2007); *To what extent do casuals become employed under the* Public Service Employment Act? (2007); and *Appointment under the* Public Service Employment Act *following participation in federal student employment programs* (2008).

Figure 11 shows trends in new indeterminate hires as a percentage of the indeterminate workforce at the beginning of each fiscal year. New indeterminate hiring was as high as 10% of the indeterminate workforce in the beginning of the 2000s. The trend had slowed to 5.8% in 2004-2005 and gradually increased to its peak of 11.5% in 2008-2009. In 2012-2013, the share of new indeterminate hires dropped for a fourth year in a row to 1.2% of the total indeterminate workforce, the lowest level of activity since the beginning of the last decade.

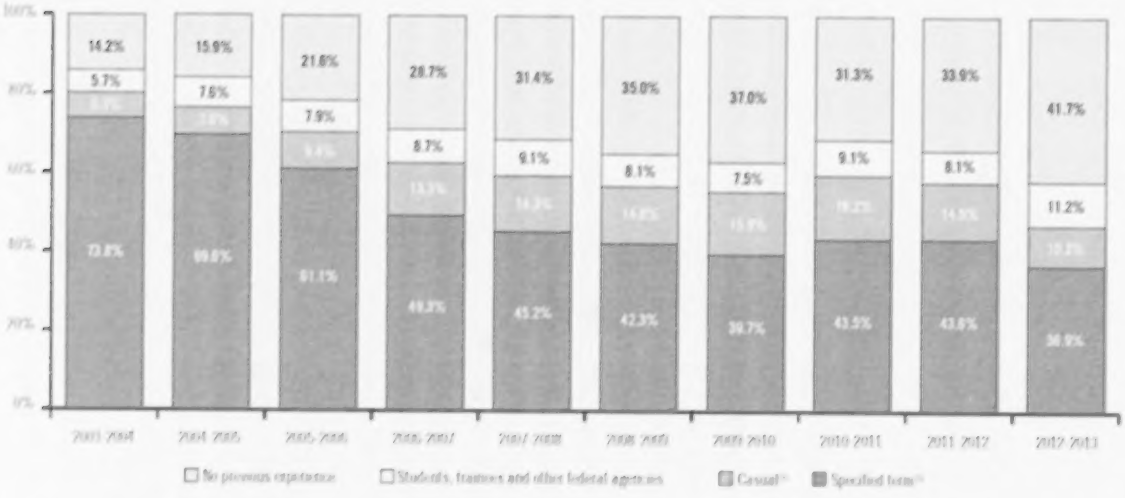
Figure 11: New indeterminate hires as percentage of indeterminate workforce by fiscal year



Source: Public Service Commission Job-based Analytical Information System

Figure 12 displays the previous work experience of new indeterminate hires.[22] In 2012-2013, and for the first time in over a decade, those with no previous experience were the main source of new indeterminate hiring. In the last year, the proportion of new indeterminate hires with specified term experience decreased from 43.6% to 36.9%, while those having only casual experience dropped from 14.5% to 10.2%.

Figure 12: New indeterminate hires by previous public service experience and fiscal year



Source: Public Service Commission Job-based Analytical Information System

[a] Casual may include previous experience as a student, trainee or in other federal organizations.

[b] Specified term may include previous experience such as a casual, student, trainee or in other federal organizations.

[22] New indeterminate hires have had their careers tracked back and have been grouped by their previous work experience, including those with experience as casual only, specified term with or without a casual spell, students, trainees employment in non-PSEA organizations and those with no public service experience at all.

Appendix 4

Additional terms and conditions imposed on appointment and appointment-related authorities delegated to organizations following the results of Public Service Commission oversight activities

Office of the Commissioner of Official Languages
The Office of the Commissioner of Official Languages is required to submit semi-annual reports to the Public Service Commission (PSC) on the implementation of the recommendations identified in the PSC audit (effective August 9, 2011).

Appendix 5

List of audits and studies

The Public Service Commission (PSC)'s authority to conduct audits is defined in the *Public Service Employment Act* (PSEA). This authority includes all organizations that have signed an Appointment Delegation and Accountability Instrument with the PSC and therefore are covered under the PSEA. As a result of the oversight review, the PSC implemented an audit cycle of seven years, from 2009 to 2015, to audit all organizations.

The PSC selects organizations to include in the audit plan, based on a number of factors such as risk assessment and monitoring results, as well as completing the established audit cycle of seven years to audit all organizations. To ensure a balanced view of staffing in the federal public service, a mix of organizations is selected, based on size and identified risks.

Under way or planned 2013-2014	
Organizational follow-up audits	**Size of organization**
Office of the Commissioner of Official Languages	Small
Parole Board of Canada	Small
Royal Canadian Mounted Police (RCMP)	Large
Organizational audits	**Size of organization**
Courts Administration Service	Medium
Public Safety Canada	Medium
Employment and Social Development Canada	Large
Statistics Canada	Large
Veterans Affairs Canada	Large
Small and micro organizations*	**Size of organization**
Commission for Public Complaints Against the RCMP	Micro
Office of the Commissioner of Lobbying of Canada	Micro
Public Servants Disclosure Protection Tribunal Canada	Micro
Registry of the Specific Claims Tribunal of Canada	Micro
Status of Women Canada	Micro
Veterans Review and Appeal Board Canada	Micro
Canadian Human Rights Commission	Small
Elections Canada	Small

*May be part of a government-wide audit of small and micro organizations.

Under way or planned 2014-2015	
Organizational follow-up audits	**Size of organization**
Canada Border Services Agency	Large
Organizational audits	**Size of organization**
Western Economic Diversification Canada	Small
Canadian Heritage	Medium
Treasury Board of Canada Secretariat	Medium
Agriculture and Agri-Food Canada	Large
Citizenship and Immigration Canada	Large
Small and micro organizations*	**Size of organization**
Canadian International Trade Tribunal	Micro
Canadian Northern Economic Development Agency	Micro
Farm Products Council of Canada	Micro
Military Grievances External Review Committee	Micro
Military Police Complaints Commission	Micro
Office of the Public Sector Integrity Commissioner of Canada	Micro
RCMP External Review Committee	Micro
Office of the Privacy Commissioner of Canada	Small
Office of the Registrar of the Supreme Court of Canada	Small

*May be part of a government-wide audit of small and micro organizations.

Note: Large organizations have more than 2 000 employees, medium organizations have between 500 and 1 999 employees, small organizations have between 100 and 499 employees and micro organizations have fewer than 100 employees.

Appendix 6

Exclusion Approval Orders and Regulations

There are several provisions in the *Public Service Employment Act* (PSEA) that provide authority for the Commission to either make or recommend the making of orders and regulations:

- Section 22 provides the Commission with the direct authority to make regulations to give effect to the provisions of the PSEA relating to matters under its jurisdiction;
- Section 20 provides the Commission with the authority to exclude positions, a person or classes of positions or persons from any or all of the provisions of the PSEA, subject to the approval of the Governor in Council; these are referred to as exclusion approval orders;
- Section 21 provides that, on the recommendation of the Commission, the Governor in Council may make regulations related to how excluded positions, persons or classes thereof are to be dealt with;
- Subsection 35(4) provides that, on the recommendation of the Commission, the Governor in Council may designate portions of the federal public administration for purposes of eligibility in internal appointment processes; and
- Subsection 113(2) provides that, on the recommendation of the Commission, the Governor in Council may make regulations specifying political activities that are deemed to impair the abilities of employees to perform their duties in a politically impartial manner.

The PSC continued its work on the following statutory instruments in 2012-2013:

- ***Regulations Amending the Political Activities Regulations*** – The Regulations now prescribe a 30-day time frame for the PSC to render a decision from the day it receives complete information related to requests for candidacy permission from employees who wish to seek nomination as a candidate in an election. They also more clearly outline what elements a request must contain. These Regulations were completed and came into force on November 14, 2012.
- ***Regulations Amending the Public Service Employment Regulations*** – The PSC continued to work on amendments to clarify the regulatory surplus priority and lay-off provisions, which are expected to be completed in 2013-2014. In addition, the PSC continued to work on a comprehensive review of the other provisions in 2013-2014.

- ***Locally-Engaged Staff Exclusion Approval Order and Regulations*** – The PSC continued work on updating this Order and these Regulations. The existing Order came into force in 1967 and applies to persons who are recruited locally outside Canada. They are being developed in consultation with the major users, namely the Department of National Defence and the Department of Foreign Affairs and International Trade.

- ***Royal Canadian Mounted Police Casual Employment Regulations*** – Bill C-42, *An Act to Amend the Royal Canadian Mounted Police Act*, has amended the PSEA to provide that a casual worker could be appointed for more than 90 working days in a calendar year at the Royal Canadian Mounted Police, in the circumstances prescribed by the Commission's regulations. The Regulations would prescribe the circumstances under which these casuals may be appointed in excess of 90 days.

Appendix 7

Priority types

There are nine priority types, three of which are statutory and have precedence over other entitlements. The statutory entitlements are, in order:

1. An organization's own surplus employees;
2. Employees returning from a leave of absence whose positions have been staffed indeterminately, or the employees who replaced them, if they are displaced when the employee returns from leave; and
3. Persons who have been laid off.

The six regulatory priority entitlements found in the *Public Service Employment Regulations* follow the statutory priority types in order of precedence, but do not otherwise have an order:

- Surplus employees from other departments and agencies;
- Employees who have become disabled;
- Canadian Forces (CF) and Royal Canadian Mounted Police (RCMP) members who have been released for medical reasons;
- Employees who are on a leave of absence as a result of the relocation of their spouse or common-law partner, and whose positions have not been staffed indeterminately;
- Employees who were appointed or deployed to a lower-level position and are entitled to be reinstated to their former level; and
- Surviving spouses or common-law partners of employees or members of the CF or RCMP whose death is attributable to the performance of duties.